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So They Say

• What America is going to need, far more than anything else during the coming years, is a great Congress.—*The New Republic.*

• A community is as good as the good people will fight for.—LUTHER YOUNGDAHL, *at Minnesota State Conference of Social Work.*

• There is no greater danger to a country than when its citizens assume that no danger exists.—HELEN MACINNES, *in "While Still We Live."*

• The cerebrum presides; but all the organs deliberate and vote. The decision depends on the state of every one of them.—CONSTANCIO C. VIGIL, *Latin American writer, philosopher, and educator.*

• Keeping the peace has become one of the primitive and permanent conditions of living, co-equal with food, clothing and shelter.—DR. ISAIAH BOWMAN, *president of Johns Hopkins University, to the American Association for the Advancement of Science.*

• It must be clear to everyone that any small contribution which it is possible for America to make to educational rehabilitation abroad pales into insignificance when we consider the contribution which we can make to the rehabilitation of world order and security by appropriate educational measures at home.—JOHN W. STUDEBAKER, *U. S. Commissioner of Education.*

• You can tell the size of a man by the size of the things that bother him.—E. STANLEY JONES.

• Appeasement is only the last step on a road paved with sins of omission.—*Editorial in Freedom Digest.*

• Race as a clue to character, capacity, or conduct is a myth—one of Hitler's vital lies.—CAREY MCWILLIAMS, *in Pacific Citizen.*

• Political freedom becomes a hollow sham when it attempts to function in the midst of economic bondage.—*The Commission on American Citizenship of The Catholic University.*

• Young men fighting today over the battlefields on which their fathers died to make them safe are a strong reminder of the price our sons will pay if we relapse again into slackness and apathy.—*Editorial in Freedom Digest.*

• The seeking mind plus the abiding faith; the doer plus the dreamer—that is what makes the world move. That is what makes progress. We can't get ahead standing still. We have to seek something in order to find anything—RUTH TAYLOR, *of Charles Stelzle, Inc.*

• I think we are afraid of a world of social justice and tolerance, else we would not just tinker with it.—REV. ARNOLD H. LOWE, *at Minnesota State Conference of Social Work.*

• Military victory is not the real price of a lasting peace. It is only the first down payment.—WILLIAM G. CARR, *in The Annals of the American Academy of Political and Social Science.*

• There is no exclusively excellent method or system for the formal educational process. Any method is possibly as good as the teacher—or the student.—PROF. LAURENCE B. PACKARD, *in Amherst Graduates' Quarterly.*

• There is no quick and easy way to public enlightenment. The baffling question is how to get people sufficiently interested in information to pay attention to it.—HADLEY CANTRIL, *director, office of public opinion research, Princeton University.*

• American policies after the war must be those of the Nineteen Twenties in reverse. Peace in Europe must be based on help and healing, not revenge and reparations . . . It follows that we must adjust our affairs to closer relations with our neighbors—relations which will be pleasing and profitable to them as well as to us.—EMIL SCHRAM, *president, New York Stock Exchange.*

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CHRISTMAS IN A RELOCATION CENTER — Drawing by MINÉ OKUBO

This family's Christmas celebration in the Central Utah Relocation Center at Topaz was sketched last year by Miné Okubo for the center's magazine *Trek*. Miss Okubo, young American artist of Japanese descent, was studying art in Europe when the war broke out and managed to get back to her home in California "just in time to be evacuated" from the West Coast. She has documented her experiences in several hundred drawings, one of which is on page 348. Others have appeared in *Fortune* and in *The New York Times*. Miss Okubo is now living in New York.

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VOL. LXXX NO. 12

SURVEY Midmonthly

DECEMBER 1944

Journal of Social Work

Published by Survey Associates

So You Can Retire

The president of the National Health and Welfare Retirement Association, Inc., and prominent Hartford community leader, explains the provisions of the new plan for retirement annuities for agency staffs.

MILTON H. GLOVER

THE boards of directors of every health and social work organization periodically face the problem of providing for workers who have reached the point where they should be retired with an assured income. In general, salary levels in social agencies have been too low to enable either professional or non-professional employes to accumulate adequate reserves for themselves or to purchase individual annuities. Outright pensions, paid out of current income, are too great a drain on the budgets of most agencies.

A solution to this problem has been sought for years by both local and national agencies. While a few national agencies have retirement plans for their own field and some local agencies have provided for individual employes, there has been no general plan covering the several hundred thousand health and social agency employes throughout the United States.

Some six years ago, Community Chests and Councils, Inc., appointed a committee to study the problem, but because it was anticipated that the Social Security Act would soon be amended, the initial report was filed away. In 1943, a new study committee was appointed, and after consultation with representatives of national health and social work agencies a decision was reached to formulate a plan without delay. Since June 1, 1944, an organizing committee with full power and temporarily financed by Community Chests and Councils, Inc., has been making steady progress.

The National Health and Welfare Retirement Association, Inc.,[1] being formed under the insurance laws of the State of New York, plans to open its offices for business sometime this month. It will be an independent, non-profit corporation, managed by a board of sixty trustees, including laymen and professional workers of national standing.

Relation to Social Security

When the Old Age and Survivors Section of the Social Security Act became law nearly ten years ago, workers from non-profit organizations were not included in its coverage. Since that time, there have been frequent discussions of the injustice of excluding these workers. In general, most groups are now in favor of a suitable amendment to the act.

However, up to this time, the necessary legislation has been lacking. While the prospects are brighter than they were, no one can predict when the act will be amended to include workers in non-profit organizations.

In the meantime, non-profit agencies and their employes have lost valuable time in building up retirement reserves. Industry on the other hand, realizing that the Social Security Act is intended to provide protection only at subsistence levels, has been supplementing its provisions with private pension plans on a very wide scale. Many business men have come to recognize a responsibility to help provide funds on a systematic basis for retirement of their older employes.

From the beginning, the National Health and Welfare Retirement Association has been regarded as a means of supplementing rather than competing with social security. If and when the Social Security Act is amended to include health and welfare workers, the contributions and benefits under this plan will be adjusted accordingly. For instance, if the present payroll tax for social security of one percent from employers and one percent from employes were made applicable to social agencies, the National Health and Welfare Retirement Association would reduce its matched payments from 5 percent and 5 percent to 4 percent and 4 percent. Its benefits would be reduced proportionately.

Basic Specifications

In laying out the specifications for the National Health and Welfare Retirement Association, provision had to be made for several important factors:

The plan had to be suited to the pocketbooks of health and welfare workers as well as the agencies for which they work.

[1] Pending approval of the Commissioner of Insurance of the State of New York, the detailed provisions of the plan as outlined here are subject to modification.

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Provision had to be made for transferability on a national scale, because of the shifting of workers from one organization to another in this field.

Unlike many industrial plans under which the employe loses the contributions of the employer if he changes jobs or stops working, this plan had to provide for the full vesting in the employe of the rights to the employer's contributions for future service annuities, as well as to his own contributions.

An initial amount of life insurance had to be provided for the protection of dependents until such time as accumulated contributions of employers and employes for future service annuities are adequate.

The amount of life insurance had to be kept at a reasonable minimum so that the largest possible amounts are applied to provide annuities.

These specifications have all been met. While they do not provide a cheap retirement plan, they make it a plan of excellent quality.

In the establishment of a new retirement plan, one of the major problems is in providing for employes who have already given long years of service. Many of these employes, who are already approaching retirement age, may not have had an opportunity to build up any annuity reserves. At times such "past service" is provided for by a large lump sum payment by the employer. For health and welfare organizations, such a lump sum payment would be prohibitive. Therefore, a plan has been devised under which contributing member organizations which join the plan during the first two years may provide retirement benefits for this group of employes by an extra payment of 2 percent of the amount of the payroll of all of the participants in that organization. These 2 percent payments, from the employer only, will be spread over a period of years on a pooled basis.

What Are the Benefits?

The benefits to be provided by the National Health and Welfare Retirement Association, reinsured with the John Hancock Mutual Life Insurance Company, will include: retirement annuities beginning normally at the age of sixty-five, and death benefits.

The actual amount of retirement annuity will be dependent upon a number of factors such as age, earnings, length of service. For example, a man entering the plan at the age of twenty-five, earning $2,000 a year and continuing in service at this rate until the age of sixty-five, will receive an annuity of approximately $739 a year as long as he lives. Or a woman entering the plan at the age of thirty, earning $2,000 a year and continuing in service at this rate until sixty-five, will receive an annuity of approximately $530 a year as long as she lives. A man entering the plan at thirty, earning $5,000 a year and continuing in service at this rate until sixty-five, will receive an annuity of approximately $1,515 a year as long as he lives.

The amount of retirement annuity payable to a woman is somewhat smaller than that payable to a man when expressed as a percentage of annual earnings. This is because the life expectancy of a woman is longer than that of a man of the same age.

Retirement annuity, of course, can be regarded in an entirely different light from working income. It becomes payable at an age when the need for accumulation has ceased and when family expenses have been reduced to a minimum. Therefore the income required during the years of retirement is much less than in previous years.

With respect to the purchase of benefits under this plan, the committee felt that the amount of employe contributions are as large as practical. The contribution from the employer is probably as large as the community should be asked to contribute.

Under the National Health and Welfare Retirement Plan, the total of all accumulated contributions for future service annuities made by both the employe and the employer are placed to the credit of the employe, after payments for insurance and administrative expense. Should the worker terminate his employment prior to his retirement, he does not lose the benefit of what has been accumulated for him. If he should transfer to some other agency which is also a contributing member of the plan, his participation continues without interruption.

Inasmuch as this is a retirement plan, as distinguished from a savings plan, contributions cannot be withdrawn nor can money be borrowed against them. If either of these practices were permitted, it would defeat the purpose for which the plan was established.

Annuities and Benefits

Retirement annuity payments normally begin on the first day of the month coincident with or next following the participant's sixty-fifth birthday. However, a participant may elect to receive retirement annuity payments for a reduced amount commencing on an earlier optional retirement date, which date may be the first day of any month not more than ten years prior to his normal retirement date.

The normal form of retirement annuity under the plan is known as the "Modified Cash Refund" form. It provides that an annuity shall be paid to the employe beginning on his normal retirement date or earlier, and continuing for as long as he lives. If death occurs before the accumulated contributions are exhausted, a payment will be made to the beneficiary.

Up to one year before his retirement an annuitant is privileged to select the Life Annuity, under which the payments are somewhat larger than those of the normal form, but which contains no provision for death benefits. Under certain circumstances a Contingent Annuitant Option or a Ten Year Certain Option may be elected.

A death benefit is payable if death occurs before annuity payments begin. In such an instance the amount of death benefit will be equal to: the total of all accumulated contributions for future service annuities; an amount of insurance which initially will be equal to approximately ten twelfths of the annual rate of earnings of the participant on the effective date of his coverage under the plan. The exact amount of insurance will be determined on the basis of yearly earnings, and will vary according to the length of time which has elapsed since the participant became covered under the plan. Eligibility to this feature ends thirty-one days after a participant's termination of employment.

If a participant dies after retirement the normal form of annuity provides also for a death benefit. This will be equal to any difference between one half the total of all accumulated contributions made on behalf of the participant for future service annuities and the amount of future service annuity payments which have been paid to him.

The death benefit will be paid immediately upon receipt of proof of death and may be paid either in a lump sum or in installments. Settlement by installments will be permitted if the total sum due equals at least $1,000 and if monthly installments would be no less than $25.

Contributions and Enrollment

Each participating employe will contribute approximately 5 percent of his earnings, from the date he joins the plan. The employer will contribute an amount equal to the contributions made by the employe. The combined contributions of the employer and the employe will be applied:

1. To purchase annuities for the employe with respect to service after the date his employer joins the plan. Service rendered after this date is referred to as "future service."

2. To provide a death benefit for the employe.

3. To defray the incidental cost of administering the plan.

In addition, the employer, in cooperation with other member agencies, will contribute an amount equal to 2 percent of the earnings of all participating employes

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to provide annuities for employes who have credited service rendered prior to the effective date of the plan, referred to as "past service." Contributions for "past service" will begin as of the effective date of the plan, regardless of the entrance date of the employer, and will continue to to be made for a period of years to be determined by the board of trustees.

Acceptance in writing of the terms of the constitution and by-laws of the National Health and Welfare Retirement Association, Inc., will constitute the contract by which non-profit organizations may become contributing members. The National Health and Welfare Retirement Association, Inc., shall have the right to approve or disapprove the application for membership of any health or welfare agency. Under the constitution and by-laws each contributing member organization is entitled to vote at the annual meeting of the association.

It is hoped that where there is a community chest, this agency will agree to serve as the transmitting organization for the contributions of the members of the plan. However, if no such transmitting organization is available, a contributing member organization may make its payments direct to the National Health and Welfare Retirement Association, Inc.

Enrollment in the plan for workers now employed is voluntary. However, the by-laws require that for an organization to become a contributing member 75 percent of its eligible employes must enroll. After an organization joins the plan enrollment will be made a condition of employment for all workers under sixty-five, the new worker being eligible to participate after he has been employed one year. An enrollment fee of $1.00 for each new worker is to be paid, half by the employer and half by the employe.

Printed booklets and forms for enrollment of employes should be available soon. Under the by-laws, 5,000 workers must enroll in order to make the National Retirement Plan effective. It is hoped that the effective date may be set shortly after the first of the year. A number of community chests have already indicated their intention of including in their budgets the funds required by their member agencies to participate in the plan.

Inquiries concerning the National Health and Welfare Retirement Association, Inc., should be addressed to Room 1407, 441 Lexington Avenue, New York 17, N. Y.

Army Mental Hygiene

S/SGT. ALFRED J. KAHN and SGT. EVAN J. SCOTT

How soldiers at Drew Field, Fla., are helped to adjust to the military setting through the services of the Mental Hygiene Unit, told by a psychiatric social worker and an administrative aide on the unit's staff.

"I THOUGHT that you might be interested in knowing that I have reached one of the goals in my army life. My abilities are being used in a place where they can do much good. . . . If public consensus means anything I'm going to 'be there when the band starts playing.' I sure as hell hope so." These excerpts are from a letter written from "Somewhere in England" by an American soldier who had been a "client" at the Mental Hygiene Unit at Drew Field, Fla. They suggest in soldier's language the primary mission of mental hygiene in the army: aiding the soldier to adjust emotionally, socially, and intellectually to military life so that he functions adequately in an army job assignment and understands the importance of his job to the war effort.

Many factors lie behind the recent emphasis on neuropsychiatry in military medicine. [See "Screening and Remaking of Men," by Flanders Dunbar, M.D., October 1944.] Two years ago when the influx of men into the armed forces was at its height, it was discovered that among the men who were pouring into training centers were many with psychiatric disabilities which had escaped detection in the quick "screenings" given at induction centers. Under the rigors of training and military regime, these men "broke down." Then, as casualties began arriving in this country from combat zones, it was noted that a substantial number were men being returned because of psychiatric disorders. The resulting loss in military manpower was severe enough to warrant preventive measures. Therefore, as part of an expanding army neuropsychiatric program, mental hygiene units were set up in training and replacement centers.

When the program was initiated, army regulations and directives from the surgeon general's office clearly defined the broad aspects of the post psychiatrist's problem—such as methods of recording diagnosis, instructions as to what types of psychiatric disabilities were to be separated from the service, and procedures for initiating such discharges. But the psychiatrist was left with two main problems: how to provide psychiatric service for all servicemen and women at his post who would profit from it; and how to adapt techniques of interviewing and treatment to the limitations of a military setting. Because of the constant movement of military personnel to and from an army post, long term treatment would be impossible. The whole problem of treatment had to be viewed in terms of the needs of the service rather than in terms of the total needs of the patient.

The Mental Hygiene Unit at Drew Field, in the beginning, was faced with these problems. Its solutions have perhaps contributed to a more adequate mental hygiene program throughout the army.

Growth and Development

The unit was organized in April 1943, with the purpose of handling a series of specific problems in relation to the personnel of one of the training centers located at the base. Captain Lewis L. Robbins, M.C., the psychiatrist and director, who was formerly associated with the Menninger Clinic in Topeka, Kan., immediately undertook a program of lectures and discussions with organizational commanders and other officers in an effort to interpret the purpose and usefulness of the unit. These efforts along with the unit's work did much to establish its reputation as an organization with a true military mission. Consequently, its services have been extended by military directive to additional training organizations and posts. The unit now serves not only all of Drew Field, but also Third Air Force Headquarters and Personnel Depot in Tampa, and smaller air fields nearby.

To meet all the needs for service at Drew Field alone would have been an insurmountable task for one psychiatrist. In order to handle the situation the psychiatrist gathered together a staff of enlisted personnel with the assistance of officers at the field and elsewhere. Yet the Mental Hygiene Unit at Drew Field has been fortunate in never having been obliged to limp along on a half-skilled or hastily trained staff. The authorized professional staff, consisting of a psychiatrist-director, ten military psychiatric social workers, a Red Cross psychiatric social worker, and three psychologists, have all received professional training of the highest type. Among them are graduates of some of the outstanding schools of social work in the country. Some, in addition, have had private or public social work or related professional experience.

Though a social worker may have had professional training of a very high order, in the army he is faced with the problem of adapting his knowledge and his techniques to the limitations imposed by the military setting. At Drew Field a number of methods have been employed to achieve this end.

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U. S. Army Air Corps

Various tests help to determine mental ability and aptitudes

The Rorschach ink blot test is part of the diagnostic procedure

For a period of several months, the director of the unit held daily staff conferences to discuss new cases in order to familiarize the professional personnel with the type and variety of psychiatric problems with which they were to deal. At the same time he inaugurated a program of weekly seminars in which the entire professional staff participated. Because of the value of these seminars as a means of educating other military personnel to the use of the unit, attendance was not limited to the staff.

Whenever time has been available, cases have been analyzed and diagnosed in staff sessions under the direction of the psychiatrist, disposition being arrived at and therapy plans outlined under his guidance. A library of civilian and military publications on psychiatry, psychology, and social casework has been assembled and placed at the disposal of staff members.

By December 1943, the Drew Field Mental Hygiene Unit had passed through its initial period of organization and was prepared to help higher headquarters draw up a clear-cut definition of the military mission of such a program. This can be summarized as follows: providing assistance to military personnel showing indications of maladjustment; recommending corrective measures for those who are mildly or moderately maladjusted; recommending separation from the service for those so seriously disturbed as to be incapacitated for further military duty; in cooperation with the American Red Cross, assisting discharged personnel in their return to civilian life.

In January 1944, the unit issued a full statement of what had been accomplished along these lines up to that time, under the title, "A Manual of Organization and Procedure for a Mental Hygiene Unit." Widely distributed in the armed forces, the manual has aided younger units. From time to time revisions have been made, some as a result of changes in military policy and some as means have been devised of rendering better and more complete service.

Standards and Procedures

In the army setting, because of the numerous obstacles inherent in the situation and the frequent changes and shifts in needs, policies, and personnel, an effective professional job depends, perhaps more than anywhere else, on organized, effective administration. The task of the Mental Hygiene Unit is to evaluate the individual soldier, reach a decision on what must be done about him, and follow through with help in readjustment and with treatment. The job is now organized into a structure built of recognized standards and procedures as based on War Department directives, experience elsewhere in the armed forces, professional practice in psychiatry, psychology, and social work, and almost a year and a half of intensive activity at Drew Field.

Various factors lead to referral. Soldiers at sick call present somatic complaints without apparent organic basis. Commanding officers want men studied because they represent behavior problems or seem anxious or nervous. Prison officers, court-martial boards, or chaplains request that others be studied. Some soldiers themselves take the initiative. The Third Air Force Personnel Depot arranges appointments for men about whom there is some question before reassignment is made. Hospital medical officers send men from the wards for psychometric tests. Men discharged from neuropsychiatric wards are referred for casework therapy.

From all of these sources men report to the Mental Hygiene Unit. They bring the complaints mentioned, as well as many others — homesickness, insomnia, nightmares, enuresis, fears, obsessions, inability to mix, resistance to authority, sexual conflicts. All referrals, with the exception of those for psychometric study and court-martial screenings, are made through surgeons' offices, on printed forms.

Thus it was that "Frank W.," private first class, reported to the Mental Hygiene Unit not long ago. He was trained as a radio operator but was "afraid" of the radio. He could not concentrate on his studies; pages of print blurred as he read. He developed increasingly severe headaches, but his surgeon and the hospital clinics had been able to find no organic explanations.

The first person Pvt. W. saw, after he had presented his referral slip to the

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receptionist and given identifying data, was the "intake" worker, the psychiatric social worker appointed to conduct preliminary interviews with new patients. The intake worker's task is to reach an understanding of the problem, to evaluate the function of the unit with relation to it, and to explain unit procedures to the patient. The worker attempts during the interview to create an atmosphere of acceptance in which the patient can tell his story; for this is recognized as having therapeutic as well as informational value. Neither in this nor in subsequent contacts, however, are patient or staff member allowed to forget that they are in a military situation imposing limitations and responsibilities.

Pvt. W. arrived at the unit sure that his job had caused his symptoms, but before the first interview was completed he was able to see his trouble as a current manifestation of long-standing difficulties. He agreed to let a Red Cross Home Service worker visit his home for the purpose of obtaining further social data. He also provided the name of a civilian physician who could furnish details about his recent medical history. Had he had a history of civilian or army hospitalization, a legal record, or institutionalization, the intake interviewer would have asked him for the details so that follow-up could be made by correspondence.

Pvt. W. was given a form letter addressed to his commanding officer requesting completion of a check list on observed behavior and an evaluation of military usefulness. His military records were requested for examination. His case was then assigned to a consultant (another military psychiatric social worker) with whom an appointment was scheduled.

Had Pvt. W. appeared to be too disturbed to remain in his organization for a period of study, the psychiatrist would have interviewed him at once and arranged for immediate hospitalization to be made through the surgeon. Further action would then have been the responsibility of the hospital neuropsychiatric staff. On the other hand, had his problem been one which required only American Red Cross services an appointment would have been scheduled for him with a Red Cross worker serving in the unit.

Several days after his intake interview, Pvt. W. returned to the Mental Hygiene Unit for his first interview with the consultant.

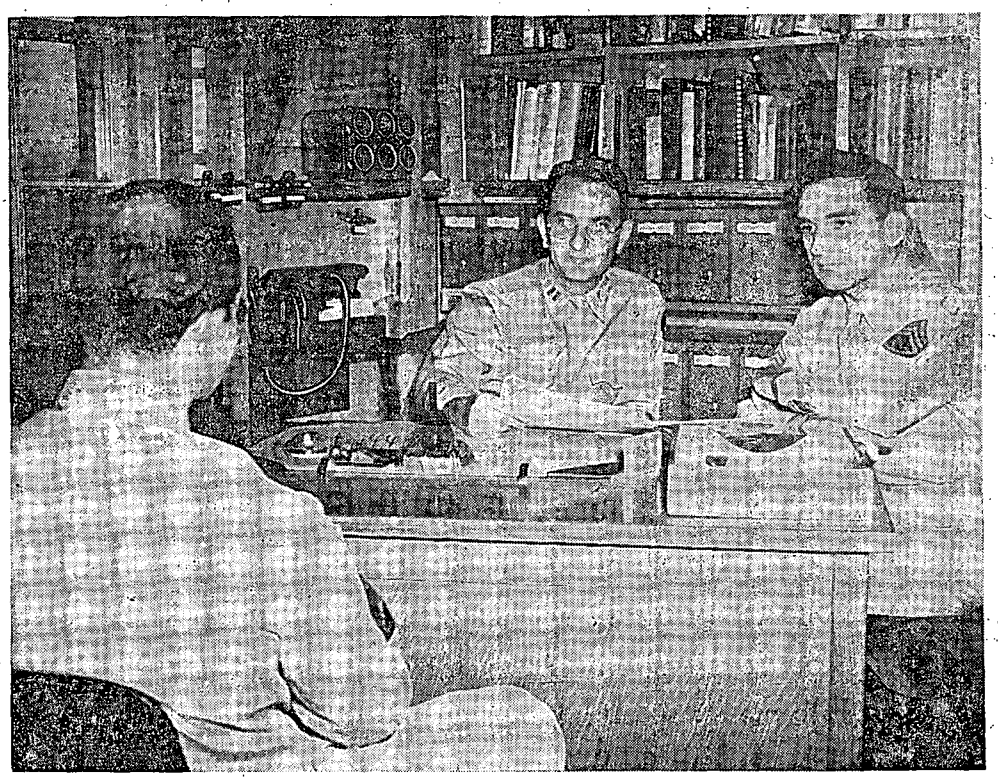
The consultant's examination usually requires two or three hour-long sessions. He uses all of the principles and techniques applicable in psychiatric casework within certain limitations and modifications imposed by the military setting—considerations of time, authoritarian set-up, rigidities in structure. The soldier-client is ordinarily permitted to talk about his problems in his own way, because his very presentation and his reactions to the worker are elements in case analysis and therapy. Yet because certain material must be covered in the specified time, the interviews are in a sense controlled. Since the psychiatric caseworker is alert to the patient and the meaning of the experience to him, therapy begins at the first session.

As the soldier reviews his history he often sees new relationships and develops new insights. The accepting atmosphere encourages him. Noting the strengths in his personality structure, the consultant helps him with remarks and questions. Frequently the patients are near "cure" before the completion of the study phase.

The consultant's observations are as important a part of the case record as the historical content. He notes how the soldier tells his story and the emotional meaning of various sections of it to him. Stuttering, tics, tremors, orientation, attitude toward the interviewer, negativism, hostility, manner of dress, all have diagnostic significance.

As the study of Pvt. W. progressed, it took on an entirely new aspect. The symptoms described at intake were seldom mentioned. Pvt. W. was concerned with feelings of inferiority which had been aggravated in the military setting. His history revealed what the military experience meant to him emotionally. In an effort to gauge the severity of his neurosis, the consultant arranged for Pvt. W. to be given

A WAC psychiatric social worker is among the unit's consultants



U. S. Army Air Corps

A case conference includes client, consultant, and psychiatrist

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a personality test by a staff psychologist.

A disposition appointment for Pvt. W. was scheduled for the day of the week on which his caseworker reviews completed cases with the psychiatrist. With the soldier in the waiting room, psychiatrist and consultant studied the record based on the interviews, tests, Red Cross report, commanding officer's report, medical records, army records, and any other pertinent material that had been gathered.

After psychiatrist and consultant had discussed his case, Pvt. W. was interviewed by the psychiatrist. In his report, the psychiatrist described the major dynamic elements in the problem, noted the severity of the psychiatric disorder, estimated military adaptability, and made suggestions for therapy. Immediately after the conference, the consultant incorporated these points in a report to Pvt. W.'s surgeon who had referred him to the unit. The report pointed out that the soldier was a poor risk for combat duty at that particular time, but expressed hope that he could be qualified for such duty after a period of casework therapy.

Then the consultant and psychiatrist evolved a plan for such therapy. For Pvt. W. this involved a series of sessions with the consultant, which obviously cannot be reviewed here in detail. However, we can say that this was a "successful" case. Seven weeks later, when the psychiatrist again reviewed the case, Pvt. W. was returned to full duty.

Casework Therapy

Holding allegiance to no single "school" of casework the unit finds value in all techniques. The psychiatrist and consultant set the scope and type of casework therapy in each case in conference together. Details of technique and progress are reviewed with the casework supervisor. Supportive, interpretative, cathartic, and functional techniques are all used where called for. As the patient changes in a dynamic relationship, techniques change and the worker's role is altered. Most soldiers treated in the unit eventually return to duty, able to function on a useful military level.

"Psychotherapy" is a term reserved in the unit for situations in which it is decided that the psychiatrist is to treat the patient after the disposition conference. The techniques used are those of "short term psychotherapy" in civilian practice. Here, as in the casework relationship, the emphasis is on soldier adjustment rather than on correction of a deep-seated personality disturbance. However, if a soldier is helped to adjust positively and successfully to current reality he is moving in the direction of more mature, better integrated living. Psychiatric and casework criteria determine the assignment of a case to the psychiatrist, but his schedule permits him to treat only a few patients at any one time. He is personally responsible for all officer patients referred to the unit and, in addition, has numerous duties as adminstrative head of the unit, psychiatrist-member of certain boards, and as a soldier.

Both psychiatric caseworker and psychiatrist, in working with soldiers, must consider the possibility that in a short time patient or therapist may be transferred and the contact ended. In some instances, however, it is possible to control patient movement for limited periods.

Case Disposition

Recommendations for reclassification may be made for soldiers whose symptoms seem to arise directly from or to be aggravated by their army assignment. For example, work involving pronounced or prolonged physical activity or affecting the safety of others would be inadvisable for psychoneurotics subject to fainting spells. Recommendations for reclassification are made with the assistance of one of the unit psychologists. These psychologists are qualified not only to administer personality, intelligence, and literacy tests, but to serve as army classification specialists. When reclassification is determined upon, the soldier's case is transferred to a psychologist who suggests various army jobs in keeping with the man's psychiatric or physical limitations, aptitudes, civilian training, education, and work history.

If the services of the American Red Cross can be used in assisting with a home problem which may be aggravating symptoms, referral is made to the Red Cross psychiatric social worker at the unit. Similarly, when the problem has religious aspects, the cooperation of a chaplain of the serviceman's denomination may be requested.

Under current army policy, military personnel whose symptoms of maladjustment cannot be alleviated sufficiently to permit duty overseas but who seem capable of rendering some useful service may be assigned to duty within the continental limits of the United States. Thus, persons with psychiatric disorders too severe and too deep-seated to be sufficiently reduced by short term therapy may be recommended for disqualification from service overseas.

Because some soldiers can be helped toward adjustment through a group program somewhat more relaxed than the regular training routine, a Neuropsychiatric Reconditioning Program has been established by the Station Hospital in cooperation with the Mental Hygiene Unit. This provides an opportunity for supervision and guidance in a controlled environment consisting of a modified training schedule supplemented by recreational, occupational, and group therapy.

As long as the psychiatrist believes that a soldier may be able to adjust and perform some useful military duty he is retained in the army. When the decision depends on certain kinds of data obtainable only under a completely controlled environment, the soldier may be hospitalized for further study and possibly for treatment. However, when it is clear that a soldier can perform no service of value to the army, the unit recommends his discharge. Soldiers may be discharged because of severe psychiatric disorder, because of undesirable habits and traits of character, or because of inaptness or lack of adaptability.

Soldiers who have been discharged and who were previously known to the Mental Hygiene Unit, are seen at the office for post-discharge planning interviews before leaving the field. There, either the consultant or Red Cross psychiatric social worker, or sometimes both, discusses with the soldier his feelings about discharge and return to civilian life. The Red Cross worker reviews the soldier's rights under the Veterans Administration, discusses insurance problems, tells him about reporting to the local selective service board, and of local community services that might be available to him, and provides him with literature concerning matters of interest to ex-servicemen. With the permission of the soldier, a report is sent to his home chapter of the American Red Cross which is thus in a position to assist if necessary.

Morale Building

Recognizing the broader implications of a mental hygiene program, the unit does not limit its attention to soldiers' psychiatric problems. Staff members contribute what they can to healthy men in the way of building morale and strengthening positive attitudes toward the war. This is done through war and psychiatric orientation talks to enlisted men and officers. One staff member writes a weekly feature called "What's Your Problem?" for the camp newspaper, a letter-answer column which has become very popular.

Several other unit activities deserve at least passing mention; among these is the WAC program. The staff includes two WAC psychiatric workers. One carries responsibility for a full case load of male personnel. The other also has a case load but assumes, in addition, other responsibilities in connection with an advisory program in the WAC companies at the post and in nearby detachments. She has office hours in her own company area, permitting more informal contacts. This work is also supervised by the unit director.

Another unit service is the rapid psychiatric screening of men who are to appear before a court-martial. Such screening is required for serious offenders who

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are to be brought before the highest military court, the general court-martial. In numerous less serious instances where there have been repeated offenses, unit recommendations for consideration of discharge as inapt or inadaptable have taken precedence over punishment and confinement after the board of officers has reviewed the psychiatric findings.

The Drew unit is the center of continuous research and experimentation with new methods. The combination of daily activity, seminars, conferences with the psychiatrist have shown results in the form of a staff growing professionally and prepared to meet new challenges.

From the very beginning, the unit has changed and developed with the changes in the military situation and in military needs. The war is now in a phase of rapid development. But the unit is so set up, from the point of view of structure and staff orientation, as to adjust to coming needs. Increased emphasis has been placed recently on operational fatigue cases. Consideration is already being given to the problems of demobilization, for the mental hygiene unit will be a valuable tool in preparing veterans for the days of peace.

Employment of Veterans

KATHRYN SMUL

An economist, formerly with the statistics branch of the War Production Board, analyzes current plans for assuring jobs for returned servicemen.

"THE eyes of soldiers are turned from a contemplation of the country's enemy to provision for their own future," wrote the United States Secretary of War in 1919, "and no one with human sympathies can fail to be moved in their behalf."

To date, two specific steps have been taken through federal legislation to ensure employment for the veterans returning from World War II—reemployment under section 8 of the Selective Service Act, and veterans' preference in civil service. Experience already shows that these steps do not justify the optimistic confidence placed in them.

Like most legislation, section 8 of the Selective Service Act requires interpretation. Under its provisions, an honorably discharged veteran of World War II is entitled to reinstatement in his last civilian job if he was not a temporary employe, if he can still "qualify" for the work, and if he applies for reemployment within forty days of his discharge. After reinstatement, he receives full credit toward plant seniority for his time in the service, and cannot be discharged by his employer "without cause" for a period of one year. Employers who fail or refuse to comply with the reinstatement provisions can be ordered to do so and to pay lost wages, by a federal court. Already thousands of dollars have been paid out under this provision.

Limiting Factors

A major weakness of the reemployment guarantee lies in its time limitation. The forty-day application period, followed by the year's protection against firing, combine to give the ex-serviceman about thirteen months of security on his old job. After that, unless he is protected by union seniority, he may be fired at will by his employer.

Of the men who have been discharged so far, no more than a third have felt the need to exercise their reemployment privilege. Some have outgrown their former work; others want to get into the thick of war production. Few are having any difficulty in securing employment, for critical manpower shortages still exist in many plants and areas. For these men the security period will have expired long before the final armistice. If a depression occurs two or three years after hostilities have ceased, few veterans now returning will be legally entitled to any protection. But that is when they will need it most.

Another large group, ironically enough, lost their protection under this act before they entered the service. These were the men who took the government's pleas seriously and left their peacetime jobs to pinchhit for drafted war workers. Generally speaking, selective service has ruled that only the first man who left a particular job is entitled to reinstatement. His successors are "temporary" employes and therefore ineligible.

Another type of veteran to whom the act gives no protection is the man whose last job was dependent on war contracts. Even the first veteran to hold such a position cannot legally claim reinstatement. Thousands of men will find themselves disqualified for this reason, to judge from spot surveys of the postwar employment outlook in Cleveland and other war production centers.

Besides the "temporaries," scores of nervously and physically disabled men will forfeit any guarantee under the act, because they are no longer "qualified" to hold their jobs.

Finally, since it is a guarantee of reemployment only, section 8 is not concerned with those who were self-employed before going to war, or who were never employed before.

When all of these qualifications and limitations are taken into consideration, selective service authorities estimate that the reemployment guarantee will apply to no more than a fifth of the anticipated ten or twelve million World War II veterans—not more than 2,500,000 men and women.

The Replacement Issue

Even for those undeniably eligible for reinstatement, the sailing will not be clear. Congress left to employers the unwelcome problem of deciding what to do when a serviceman could be rehired only if another worker was fired to make a place for him. Employers, in their turn, waited for four years for selective service to interpret the act. When local board memorandum 190-A was finally issued in May 1944, it created new confusion by giving the veteran overriding priority on his previous job.

"A returning veteran," said Major General Hershey in interpreting the will of Congress, "is entitled to reinstatement —even though such reinstatement necessitates the discharge of a non-veteran with a greater seniority."

This clarification conflicts directly with seniority policies of organized labor because it eliminates length of employment as the chief criterion in firing and rehiring. A young unmarried veteran with one year's seniority at a plant might regain his old job or one like it even if the employer had to fire a man of fifty, with twenty years seniority, to make room for him.

After several months of uneasy silence on the part of organized labor, president Philip Murray of the CIO announced that his organization would put up a hard fight against super-priority. Another union spokesman, representing the United Automobile Workers of America (CIO) declared that 190-A was "inherently unfair in that it places on the worker alone the necessity for discharging the nation's debt to the serviceman."

"Regardless of who gets hurt," was selective service's retort to all protests, "the veteran will get every consideration."

At this writing, employers still face an uncharted course in deciding which groups of war workers should yield their places to the returning veterans. According to a survey made early in 1944, personnel managers plan to pick, either arbitrarily or carefully, from among the married women, the single women, and groups of disabled and older folks who recently entered the labor market. It would seem almost as if divine judgment would be required to decide whether a gold star widow with children to support or a part-

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ly disabled veteran of World War I should be fired to make place for GI Joe.

As it stands at present, then, and as interpreted, section 8 of the Selective Service Act offers job protection to about a fifth of our veterans. Because of the time limitation, it is applicable for many only during the period when they need it least. The hardship which its application entails for non-veterans is apt to be considerable. If, as is reported, some anti-union employers view the super-priority of veterans as a potential union-busting weapon, a labor-veteran rift might be created just at the time when these two groups could accomplish much for national unity by working together.

Civil Service

Leonard D. White, former U. S. civil service commissioner, estimates that veterans preference in civil service will provide about 2,000,000 jobs during the next five years.

Veterans preference takes several forms. The simplest and most common is the waiving of educational, physical, and age requirements for veteran aspirants to public jobs. Next comes the granting of free points—usually five or ten—which are added to the examination grades of able-bodied and disabled veteran competitors respectively.

The most generous form is absolute preference for disabled veterans, which automatically places the veteran at the head of a civil service register provided his grade does not fall more than a certain number of points below passing. In the federal government, a man who was disabled while speeding in a jeep on U. S. Route 1 may fail with 60 percent on an examination (70 is passing) but still be appointed ahead of a veteran who emerged unscathed from Guadalcanal and received a mark of 85 percent, or a non-veteran who underwent special training for the position and earned 90 percent in the examination.

The three-sided tug of war—veteran, disabled veteran, civilian—to which this has led in some jurisdictions has not been conducive to the development of *esprit de corps*. "Morale," one observer has pointed out, "is seriously affected where legal preference is granted to a certain class. It is difficult for a civil servant to place himself wholeheartedly behind a system in which his appointment was delayed because veterans with examination grades lower than his own were appointed before him. . . . However patriotic, he cannot help feeling dissatisfied when . . . he finds that his own interests and those of the service must be sacrificed to those of veterans."

In the long run the veteran himself may suffer because of preference, for the usual incentives and satisfactions are denied him when he knows that his appointment or promotion is assured. As a consequence, there is a "temptation for him to assume the privileges of his class" and remain apart from his colleagues.

Dangers of Plans

One of the chief dangers of any scheme which sets veterans, as individuals, apart from other workers or citizens in the course of their everyday life is that it retards rather than accelerates their readjustment to peacetime existence.

Ideally, the members of a citizen army should be able to cast off their fighter status and resume satisfying civilian roles when they return home, enriching the community with the new skills and outlook which war has given them. They cannot do this and will not gain acceptance by others if, in the course of earning a living, their past war service continually makes them an exception to established rules, or if arbitrary preference catapults them into jobs for which they are ill equipped. Both they and the community suffer when such enforced isolation occurs.

Another and more fundamental defect of the compulsory employment of veterans —or any particular group, for that matter—is that compulsion does not create employment. As in Germany following the last war, it may give jobs to more disabled veterans than would ordinarily have had them, or, as in the federal civil service, postpone the layoff of veterans during depressions, but it cannot create the prosperity on which long term job security depends.

The British have faced this truth more squarely than we. "Large scale unemployment will tear the (Act) wide open," wrote one British economist in commenting on the British Reinstatement in Civil Employment Law. Another added: "...if lasting jobs cannot be provided for all ex-servicemen and ex-war workers alike, demobilization will be a failure. . . . "

Constructive Proposals

We cannot repeat too often that the maintenance of a high level of industrial activity and employment is the first essential to sucessful absorption of our returning servicemen. Without this underlying condition, plans for preferential treatment as well as other plans for counseling, education, benefits, and the like are bound to be unsatisfactory.

In this writer's estimation, experience already shows that the debt we owe our fighters could be better met by a system through which veterans would receive proper—not arbitrary—credit for their military experience, than it will be through the present system of inelastic preference. Such a system would supplement the limited protection of section 8, and help get the right man into the right job—not necessarily his old unwanted job.

Experience credits would help the veteran over his biggest hurdle—the advantage enjoyed by the man who remained at home and got in two or three years of experience and seniority. Medals and rank cannot fill in this hiatus in the soldier's life, but official military experience credits, worked out by vocational specialists, could be a long step toward real equalization between veteran and civilian. They would translate the military knowledge and skills acquired in the course of service into terms intelligible and interesting to civilian employers. The University of California has adopted such a credit system for veterans who wish to enter school. It should be equally possible for for those who want to work.

The Seniority Problem

The next step needed to lighten the veteran's handicap is a solution to the seniority problem. One approach, proposed jointly by the AFL, CIO, and Veterans of Foreign Wars, would give every veteran hired by a new employer full credit for his time in the armed forces. This seniority, like that for actual work in the plant, would be applicable at times of layoff and rehiring. For example, newly hired veterans with three years of military service would have equal footing with war workers who were on the plant payroll for those three years.

The weakness of this plan is that it does not take effect until after the ex-serviceman has been hired. After the war, employers may take a long time to reach the unemployed veterans at their gates. In the queue ahead of them may be thousands of war workers who were laid off after contract terminations, and whose seniority will entitle them to be rehired before the veteran can be taken on.

An alternative measure which does not share this fault could be a moratorium on all seniority accumulation after a certain date early in the defense period, say January 1, 1941. In plants where the employer and union have incorporated a deadline in their contract, veterans not previously employed would rate the same consideration as workers hired during the war—neither would have seniority. Employes, including veterans, who were on the payroll before this date, would still retain their seniority as of that date.

Experience credits and a uniform and universal seniority system would enable veterans to compete with non-veterans on the basis of ability and experience rather than some arbitrary distinction. Together with the educational, rehabilitative, and financial assistance already available to the veteran, they would encourage the ex-serviceman to stand on his own feet and begin the journey back to a secure and satisfying peacetime existence.

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Education Behind Barbed Wire

EUNICE GLENN

A school teacher, who was on the staff of the War Relocation Authority's Minidoka Project at Hunt, Idaho, last year, tells of the difficulties in teaching democracy to children of evacuees.

"I AM Japanese, and why I am, I cannot explain. I once had a great ambition to be somebody in this country, but my goal will never come true as long as I live. I believed in democracy. I with my brown skin was a true American, just as much as the fellow with the white skin.

"But evacuation changed all in which I believed."

Thus wrote a young student recently at a high school in one of this country's ten relocation centers for the Japanese and Americans of Japanese ancestry who have been evacuated from the West Coast.

Perhaps the most difficult task that a teacher can face is the task of teaching the meaning of American democracy to children and young people whom America has deprived of their democratic rights. Yet this is what is expected of all school teachers who have gone into the relocation centers to teach the children of evacuees. I can speak of the specific difficulties at only one center, that at Minidoka, Idaho, where I taught school for a year; but it seems to me that they have been the same as those that teachers are encountering wherever they are confronted by pupils who have been forcibly cut off from the stream of American life because of their ancestry. Moreover, I cannot say with any degree of certainty that at Minidoka these difficulties were overcome.

All of the pupils in the Minidoka schools, except the beginners, formerly went to school on the West Coast with Americans of every racial background—Caucasian, Chinese, Mexican and Negro. This association with children of other backgrounds gave them a vitalizing and enriching experience common to American children in regions where schools are not segregated. But now, in the centers, they find only children of Japanese ancestry and they realize they are isolated from the rest of America.

Lack of Equipment

When school first opened at Minidoka, in the fall of 1942, soon after evacuation had taken place, the children walked hesitantly into the tarpaper shacks that were to be their classrooms. They looked around for the familiar blackboard and found none, for desks and found only rudely constructed tables and benches without backs, for books and saw a heterogeneous collection unrelated to their needs. Moreover, they found only a few teachers—not enough to go around, so that on the days that followed some of the shacks were occasionally to be without any teachers at all. They looked at the sea of brown faces in the classroom and felt bewildered. The teachers felt bewildered, too.

But pupils and teachers alike mustered courage. This required, at least on the part of the teachers, a stupendous mixture of determination and sense of humor, as well as a willingness to forego many things they formerly had thought were the necessities of a school. From one crude building to the other they waded through slush and mud, which became so deep and sticky as to be almost impassable when winter rains and snows increased. Some days, classes had to be suspended because of the dust storms which swept around and into buildings with an intensity and fierceness that can be found only on a barren Idaho plain.

Gradually the rows of uniform shacks—one block set aside for the high school and two others for the elementary grades—began to assume the appearance and meaning of "school." Homemade curtains brightened the windows, posters and pictures acquired or made by the pupils and teachers decorated the walls, a few shelves and cabinets appeared and more and better trained teachers arrived.

Mental Perplexities

Acquiring equipment and teachers, however, was a small problem compared to the need for coping with the inevitable mental perplexities of the pupils. There was a good deal of unrest in the elementary schools, but in the high school it overshadowed everything. Realizing the cathartic value to the students of "airing" their feelings, the teachers gave them every opportunity to discuss openly their insecurity and frustration. Most of the young people were outrageously angry over what had been done to them and to their families. Yet there were those who, with a kind of Oriental forbearance, adopted an attitude approaching martyrdom, as did the senior high school student who wrote:

"I am an American citizen of Japanese ancestry and I, like countless other *Nisei,* pledge my loyalty to the United States without reservation, quite contrary to some people's beliefs. It seems to me, with what little experience I have, that that fact and statement never got me anywhere, but I am proud. Proud because my parents have handed me the Code of Bushido, which included this standard of conduct: "You must be loyal to your Master, even though it means turning against your own blood! Of this heritage I am proud—proud of this race that could give me such a standard of conduct to guide my life as a loyal American citizen. For I deem the United States my Master.

"America means so much to me that I am ready to defend it. After all, who wouldn't be, for to America we owe all that we can ever hope to be. . . ."

Another wrote in a similar vein:

"Have we been anything but Americans? Were we not brought up indoctrinated in the principles of democracy and fair play? Haven't we suffered with General Washington at Valley Forge and thrilled to the words of Lincoln on the battlefield of Gettysburg? Doesn't our future lie in the United States? Yes, it does! . . .

"Of what are we afraid? This isn't the first time we have been faced with racial restrictions, economic discriminations, and insulting remarks. We're used to that. . . ."

The anger of some resolved into a dark, foreboding cynicism. The student who wrote that evacuation changed all that he believed finished his letter:

"For thirty years my parents worked and worked to send us to school and to build a farm for us—to have the farm taken away in just one week! We were put into a camp. The reason? Because we have brown skins.

"And the things I believed in—Democracy and the Constitution—left me right then. And now to have the damned fence around us and to have soldiers watch us with guns!

"We, the citizens of this country, the United States of America, are without freedom or justice. Why? Because we have brown skins, which we cannot wash away."

Faced with such loss of faith the teacher is apt to find it difficult to lead her pupils into a study of "life in our American Democracy," though this is one of the main emphases in the secondary schools of the centers. How can she expect a person who feels himself so rudely thrust aside to be interested in America through the growth of its social patterns? An attempt to emphasize the contributions to American culture of all its nationality groups, including the Japanese, is only likely to lead to more confusion. And a study of the Constitution of the United States, with the objective of enabling pupils to realize their responsibilities and rights as citizens, takes a rather vicious turn when the pupils have been rejected, at least temporarily, as citizens.

The very environment of the center

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handicaps any attempt toward education for social living in a democracy. Some adjustment, of course, can be made, for there are a few ways in which the center can be compared with a normal American community; and when the environment offers nothing in the way of example, the pupils can be taught about normal life by word of mouth. In one way or another they may become acquainted with grocery and retail stores, bakeries, garages and hospitals, community services, public activities, and principles of safety. They can develop an understanding of changes that have taken place in quantities, qualities, and prices of materials on the "outside." They can study farming and the farm community, industries and transportation, so that when they do "relocate," they will possess some useful knowledge.

Abnormal Community

But the greater part of such study must necessarily be artificial. The normal community about which the pupil is learning only acts as a foil to the abnormal community in which he finds himself. A study of housing problems and home ownership becomes meaningless to persons who have recently been forced to leave their homes. Recreation and shopping, as studies, cannot be expected to have much appeal for those who cannot enjoy much of either at the moment. A project in either subject is hard to organize and carry out in the school and community where there are so few facilities. Moreover, a sense of responsibility is not very easily bred in individuals who are dependent upon the government for their entire economic subsistence; who live in an atmosphere where no one has to work unless he chooses; where if he does work it is only for the love of it, since the maximum salary he can earn is $18 per month, whether he be lawyer, doctor, professor, farm laborer, storekeeper or office helper.

A still greater handicap confronts the teacher who would attempt to help children and adolescents adjust to their home life, for normal family relationships and responsibility are frequently lost in the centers. The amount of work in the homes that can be shared by the children is negligible, for everyone must take his meals in the mess hall and all the washing and ironing must be done in the community laundry in each block.

Rarely do all the members of a family dine together in the mess hall. If there is a young baby in the home, even mother and father will not be likely to find it convenient to eat at the same time. The older children may go off to another table in another block to eat with their chums.

The children seek recreation and entertainment anywhere and in any way they can find it—often in the laundry or in some alley where teen-age boys or girls habitually gather in gangs. They go anywhere to get away from "home," where as many as five or six persons may be crowded together in one room with no partitions except flimsy curtains.

Such disintegration of family life and general breakdown in morale can hardly be corrected in the schools in a few hours each day. Adding to the difficulty is the fact that the Caucasian teachers in the centers live in their own quarters which are separated from those of the evacuees. A social barrier, encouraged by some War Relocation Authority administrative officers, is maintained—a barrier which inevitably stands in the way of an understanding between pupil and teacher.

Miné Okubo

The unnatural community life in the centers results in low morale in the classroom

The teacher, to accomplish anything, must be aware of all conditions affecting the pupils' emotional conflicts. It will help her to know whether a family is contemplating early relocation, for in such circumstances the pupils naturally lose interest in their school work in the center. Then there are the many crises about which the teacher can know only through her imagination. For example, if a student is unusually listless and distracted in class one day, it may be that he lay awake the night before listening to an argument between his parents over the question as to whether they shall decide to denounce their loyalty to the United States. One high school girl stopped attending classes at Minidoka for several weeks and refused to give any reason for it to any of the teachers or the principal. Then one day she announced that she was going to withdraw from school the following day to move with her parents to Tule Lake, the camp set aside for persons desiring to return to Japan.

Recreational Needs

The need of a recreational program for young people in the camps is appalling. There is no budget for recreational material and some of the halls set up for recreational purposes are used as offices. Moreover, there are very few recreational leaders.

At the Minidoka Project the high school faculty attempted to incorporate into the school program some of the needed activities. Several clubs were formed which were stimulated by the varying interests of the students—music, drama, Red Cross activities, home economics, creative writing, journalism, chess. Provision was even made for "jam sessions," the teachers volunteering their time for supervision of these in the evenings.

The chief difficulty in carrying out a school recreational program is not in lack of school hours (the school day lasts from 8 A.M. until 5 P.M.) but in lack of sufficient teachers. The load that each teacher has to carry with her regular classes prohibits additional work. Each "core" or home room teacher has at least seventy-two students in her classes. It is difficult to remember the names of so many students; and impossible to learn enough about each individual to help him in his social growth.

Another drawback to a school recreational program is the low morale among the students which results in unhealthy gangs taking over most activities. Closely related to this and even more serious, is the indifference of the parents, most of whom are bitter and distrustful of the temporary schools which their children are forced to attend. Coupled with the parents' natural disinclination to cooperate with the schools is a feeling that they can-

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not express themselves freely among the Caucasians. Therefore, they refuse to attend forums and take little interest in "open house" and other gatherings for parents planned by the teachers.

The schools, therefore, face several obstacles in their efforts to enrich the life of the child through constructive recreation. But the main difficulties can be boiled down to a lack of correlation of different patterns of influence upon the child. Social organization in the community is lacking, cooperation from the home is inadequate, and the church influence is in quite another sphere. So each area of the child's life in the camp is largely separate from the others. In addition are the psychological factors, caused by the canker, *Racism,* spreading through all influences.

The adult education programs in the centers have stimulated some interest. They furnish an outlet for the parents, a way of filling some of their many hours of enforced leisure and emptiness, and an opportunity for social intercourse and common pursuits with their neighbors. But the concentration on English and American life and culture does not have much appeal for many of the older persons, especially those who have lost faith in themselves as well as in this country.

The School's Job

Since the chief purpose of the centers is to serve as way stations in relocating Japanese Americans from the West Coast to other parts of the United States, the real job of the schools is "education for relocation." This general aim has been broken down into specific objectives agreed upon by school officials and school faculties in all of the ten centers. They are, as listed in the teacher's handbook: to prepare the teaching staff to make their contribution to relocation; to help the evacuees dissolve the emotional blocks which interfere with relocation; to emphasize the American ways of life and cultural values; to develop a vocational training program geared to project and relocation needs; to develop facility in the use of conversational and written English.

Although all of these objectives call for many hitherto untried techniques on the part of the teacher, that most challenging to her resources and representing the greatest need is the one requiring her to reckon with her pupils' emotions. Of all the evacuees in the centers those of adolescent age, particularly those about to finish high school, desire and need most to get out of the centers. Yet many of these young people have much to be cleared out of their way before they can resettle. Their most serious conflicts sometimes are connected with their parents who may have become satisfied with life in the centers and do not wish to withdraw; or who may be suffering nostalgia for the grocery store they left behind in Seattle or the farm they left in California and cannot bear to go anywhere else.

Some students as well as their older brothers and sisters do not find life in the centers too intolerable. Some of them occupy positions of prestige that have heretofore been denied them. Others are not sure of being able to earn a living on the outside and prefer the security offered by their present situation. Still others, ready to attend college, are suffering from the additional wounds they received when the college of their selection would not admit them as students.

But perhaps the biggest emotional block in the way of relocation is a fear of the unknown, or more exactly a fear of the unknown *and* the known.

The antagonisms some of these young people experienced just previous to evacuation have not left them in total ignorance as to what to expect on the outside. And, although they may receive encouraging letters from friends and relatives who have resettled, they cannot quite believe they will ever find social acceptance. The teacher's problem of helping them to see they cannot continue to turn their faces away from life is a challenging one.

Taxes and Social Work

CARL P. HERBERT

How the postwar tax problem may affect social planning, as forecast by the executive director of the St. Paul Bureau of Municipal Research.

NO one who takes the time to study current trends in the field of human relations can escape the conviction that in the postwar period there will be increased need and demand for many kinds of public and private welfare and health services. True, a sound economy with full employment would lessen some demands of the pre-war days. But it would also create new ones.

No field of postwar planning calls for more intelligent immediate consideration than the health and welfare field, if mistakes made in the depression of the 1930's are to be avoided and coming needs met.

Tax experts and economists have estimated that a postwar national income of between $120,000,000,000 and $140,000,000,000 will be required in the United States if we are to provide a high level of employment and meet an annual tax bill of $27,000,000,000. They are convinced that this national income, exceeding by as much as 50 percent that of any pre-war year, though well below today's wartime level, can be achieved. The alternative is an economic depression resulting from unsatisfactory solutions of the problems of reconversion at home and from chaotic world conditions following the war.

Even though we maintain capacity production and full employment, the financing of social services, particularly private welfare and health work, will present problems. Taxes — federal, state, and local — will equal two thirds of the total income of the early years of the depression. Tax readjustments now in view seem likely to reduce the present generous rate of corporation contributions to private social agencies. In the view of many tax experts, which the writer shares, maintenance of government tax income, and also the maintenance of the budgets of private social agencies will come to depend increasingly upon contributions from the lower income groups.

We shall have social welfare problems regardless of general economic conditions, but their severity will vary with the degree of national prosperity. There is, of course, no certainty that the favorable situation anticipated by those who estimate a national income of $120,000,000,000 or more will be maintained. We cannot exclude from our planning the possibility of economic and social conditions which may throw a heavy burden on both government and private social welfare agencies.

Our Fiscal Problem

The gross debt of the national government was $211,800,000,000 on November 1, 1944, and it is conservatively estimated that it may reach $300,000,000,000 by the time the war ends. We had a national debt of $16,800,000,000 at the start of the depression in 1930 and of $43,000,000,000—much of it due to rearmament—when we entered the war.

Public debt interest charges took $659,000,000 in 1930 and about $1,000,000,000 in 1941. We shall enter the postwar world with interest charges between $5,000,000,000 and $6,000,000,000 annually, as compared with total average tax collections of $3,700,000,000 in the ten prewar years. Many economists hold that only a serious threat to the nation's existence will permit us further to increase this debt and these interest charges when the war ends.

Most authorities estimate the postwar federal budget at $18,000,000,000. This figure is agreed upon by Beardsley Ruml, the Committee for Economic Develop-

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ment, and Twin Cities Business Men's Committee as a basis for three of the well known postwar tax plans. The figure includes no work relief appropriation, for each plan assumes a high level of employment.

Items included in the budget are:

	Billions
Ten cabinet departments and other regular governmental services	$1.5
Interest on debt	6.0
Military and Naval	5.0
Veterans	2.0
Agriculture	1.0
Categorical aids	.5
Public works—normal and necessary	2.0
Total	$18.0

This appears to be a minimum budget. It is approximately five times the average annual tax collection of the federal government in the pre-war decade. On the other hand, the experts who estimate this budget also estimate a postwar national income three to five times that of the pre-war decade.

In addition to the federal tax load there also will be state and local taxes. These probably will increase the total burden by 50 percent, thus bringing the nation's annual tax bill, exclusive of social security payments, to about $27,000,000,000.

Given an $18,000,000,000 budget, and national income of $120,000,000,000, peacetime conditions will permit some reduction of wartime tax levels. But if the budget is increased appreciably, the present war tax structure must stand.

Traditionally, the end of war means a revision downward in the emergency tax structure. Following World War II, such a change in personal income taxes seems likely to result less from pressure by taxpayers in the higher brackets whose voting strength is small than from protests by the lower income groups. It has been estimated that the Treasury could raise only about $15,000,000,000 if it took all of the total net taxable income of persons with incomes of $5,000 a year or more, and that any additional revenue from personal income taxes must come from taxpayers in the lower brackets.

These are the people who elect congressmen and senators, who place parties in power and who vote them out. It seems unlikely that any Congress or Executive will advocate taxes increased above war levels nor an increase in the national debt except in the most extreme emergency. And even in that event, the administration's plan will have to be accepted as sound by a public faced with higher tax payments and reduced incomes.

State and local governments have improved their financial conditions during the time the war put a heavy strain upon the Federal Treasury. Debts have been reduced in most instances and in some cases surpluses have been built up. But while their present debt situation is sound, the problem of future current tax revenues for state and local governments promises to be vexing. States have wide taxing powers, but the extension of the fields of federal taxation are drying up some sources of state income. For example, the federal government has invaded the field of motor vehicle and motor vehicle fuel taxation, formerly the exclusive territory of the states. State governments also face the necessity of increased grants to local governments that have drained the tax fields allotted to them.

The Problem for Social Work

Complex as the general tax situation is, we can work it out satisfactorily if we continue to have high levels of employment and capacity production. Such conditions will eliminate the necessity for government work-relief and for immense direct relief appropriations, two items which absorbed very large sums annually in the pre-war period. Even so, the proportion of the national income required for taxes seems likely to remain high, and the amount of income the average individual has available for saving or spending, even with a prosperous economy, will be reduced by taxation.

One result should be to force economy upon government officials at every level —better and more efficient service, more intelligent planning, and more effective spending. It will mean that executives in public welfare must come before their budget commissioners and their legislators with plans and budgets that can withstand the most critical and searching scrutiny. This is an opportunity rather than a misfortune, for the best public administration comes usually not from a surplus but from a scarcity of funds.

Privately financed welfare agencies will be directly affected by the same tax problems which beset public agencies. Trends and developments in public welfare also will be reflected to a great degree in private agencies.

A substantial portion of the large gifts currently going to private welfare, relief, and health agencies come from corporations. They are made possible not only by war prosperity but also by the form of the present corporation tax structure. It is generally recognized that in the case of large individual and corporate gifts the present tax structure diverts money from the federal treasury to private charities, for frequently 90 percent or more of the gift otherwise would be paid in taxes. This situation seems unlikely to continue in the postwar period.

War prosperity, the appeal of war service agencies, and greater participation by organized labor in fund campaigns have resulted in increased contributions from persons in the lower income brackets. A decrease in the hours of employment will materially reduce the "take-home" of many who are earning overtime wages today, and the patriotic appeal of war agencies which has increased collections for all private social work will be lacking when the war ends. There is no reason to expect that incomes from endowments, which shrank as interest rates dropped in the years following the 1929 crash, will do better than stabilize near the present level.

On the other hand, the special war agencies will curtail their activities, and wind up their work following the termination of hostilities. But this, too, calls for intelligent planning — both in eliminating agencies and in preparing to meet the new problems arising out of the war. Not only will more careful planning and policy making be required within the welfare field itself, but these services must be related to other public and private services, local, state, and national. This calls for greater participation in planning, as well as full financial participation by those in all income brackets.

This writer is of the school that takes social progress for granted, even in the face of difficult problems of financing. Postwar progress will include an expanded and strengthened social security program. Certain phases of public and private social work must be broadened. But continued accomplishments will be achieved by means of sound research, more intelligent planning, and greater cooperation between public and private agencies, rather than through any marked increase in the funds available.

These are some of the challenges to social workers, agency board members, and all thoughtful citizens. Shall we be able to carry through to practical action the ideas about welfare and health planning that are now being so widely discussed at local, state, and federal levels? Shall we be able and willing to undertake the kind of research necessary to determine objectively the effectiveness of existing services? Shall we soundly experiment with new theories and ideas? Shall we be able to interpret social welfare and health needs and services in a way to secure public understanding and the necessary financial support?

If we fail to give positive answers to these questions, the entire nation will suffer.

In the months ahead, Survey Midmonthly *will publish several articles expressing various points of view on taxation in relation to the field of social work.*

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The Common Welfare

Social Security Issues

WILL the Social Security tax rate be frozen for a third time, or will the rate advance on January 1, as provided in the act? The question involves much more than the increase in the contributions by employers and employes, raising the sum set aside in 1945 for old age and survivors insurance benefits by an estimated $1,250,000,000. As Arthur J. Altmeyer, chairman of the Social Security Board, stated to the Senate Finance Committee last year, "Instead of the present reserve fund being too large, the fund is small when tested on the basis which any private insurance company would be required to use." Many social insurance authorities, in and out of the public service, warn that a period like the present, with peak employment and earnings is the time in which reserves must be built up against the heavier drafts of the years ahead, when this country's young security system will have reached its maturity.

Involved in current discussion of social security taxes is the whole question of the expansion of the social security system, with proposals for coverage of groups now excluded, the addition of some form of health insurance, liberalized benefits, reduction of some of the regional disparities in benefit payments. The Administration, through the party platform and campaign statements, is pledged to a broadened social security program. Several bills to this end are before Congress, and others are likely to appear in the early days of the new Congress.

Here are major issues of human welfare, too profound for narrow views or partisan decision. They call for statesmanlike handling, backed by broad discussion and understanding, in Congress, but also on the part of the people themselves.

Compulsory Service

ONE of the storm centers in the first session of the new Congress promises to be the question of compulsory peacetime service for the nation's youth. In a press conference in mid-November, President Roosevelt expressed himself as favoring some plan under which every young man would give a year's service to his country. He pointed to the need for physical upbuilding revealed by the selective service figures of rejections, and the constructive experience of the CCC. But he did not reply directly to questions as to the degree to which he felt the peacetime year of service should be devoted to specific military training.

Many educators have expressed themselves as favoring universal peacetime service, some holding that the purpose should be solely to provide a trained military reserve, some viewing the experience as important to youth's own educational and physical welfare, some suggesting a program that serves both purposes. On the other hand, there are educators who oppose the whole scheme. (See page 354; also page 325 in *Survey Midmonthly* for November.)

Other groups urge caution. Thus the Federal Council of Churches has gone on record in favor of postponing action until after the war, as have the Archbishops and Bishops of the Catholic Church in the United States. The Commission on Educational Reconstruction of the American Federation of Teachers, AFL, recently adopted a resolution opposing "hasty or ill considered action" on the question.

Universal peacetime military training has been endorsed by James Forrestal, Secretary of the Navy, and by General Marshall, Army Chief of Staff.

Several bills providing for compulsory service are pending in Congress, among them the forthright Wadsworth-Gurney proposal for a year of military training for all youths of eighteen and upward. It seems likely that hearings will begin soon after January 3, and will stimulate wide public discussion of the issue.

Kaiser's Children

WHEN Henry Kaiser opened child care centers in his Portland, Ore., shipyards a year ago, many a social work eyebrow was raised at this example of industrial paternalism. Child care centers, said the purists, should be community sponsored projects, and they hinted that shipbuilders should stick to their shipbuilding.

In a sense, that is just what Mr. Kaiser was doing, for he knew that efficient work among the women employed in his yards depended largely on their peace of mind. If their minds were relieved of worry about what might be happening to their children, they would be free to concentrate on their jobs. And if care were available at their place of work, they would be spared the enervating experience of having to take their children someplace else and call for them every day before and after work. The U. S. Maritime Commission agreed with Mr. Kaiser and built the two large, modernly equipped nurseries for him at the Swan Island and Oregon Shipyards.

Last month as the centers passed their first anniversary, attendance statistics told the story of their success. Like other child care centers throughout the country during the first few months of operations, they found little demand for their services. In fact, for nearly six months attendance remained low, for a while averaging only 183 children a week. Last month, however, the centers were caring for 680 children a week. This upswing in attendance, according to James L. Hymes, Jr., manager of the shipyard's child service department, indicates two things about working mothers: that they must be educated in the use of group care for their children and that they will not enroll their children in any institution until they have seen it in operation.

Mr. Hymes has pointed out that since management also learns by experience, changes have been made in the centers' operation from time to time as needs have become obvious. For example, they are now open on a twenty-four hour basis in order to serve mothers of any of the three shifts. They have also instituted a hot dish service so that a mother can pick up the main course of the family's evening meal when calling for her child.

Whether or not this type of child care service holds any promise for the future is open to question. Because these are wartimes it can be welcomed because of the rapidity and efficiency with which it can be got under way to meet two immediate needs: reducing absenteeism in the plants and releasing more women for war work. But after the war the whole subject of the care of children of working mothers will have to be reconsidered. More weight can be given then to the argument that the young child's place is in his home with his mother.

Labor Stays in Politics

BY a unanimous vote, the executive board of the Congress of Industrial Organizations decided at its meeting in Chicago last month to continue the activities of its Political Action Committee, to broaden the program, and to keep Sidney Hillman at the committee's head. At this writing, there seems little doubt that the board's decision, presented to the CIO convention in the form of a resolution, will be ratified.

In a press conference following the board's action, Philip Murray, president of the CIO, and Mr. Hillman stated that the campaign staff of paid PAC employes will be greatly reduced, and that for the present, emphasis will be on political education in states and local communities.

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The program will be financed in large part through the "thawing" of the $350,000 fund contributed prior to the campaign, and "frozen" under the Smith-Connally act (see *Survey Graphic,* for September, page 390).

Referring to some of the campaign charges against PAC, the two labor officials denied that any union member had been forced to contribute to the committee's support. "In fact," said Mr. Hillman, "we found that it did not take a huge amount of money to conduct the campaign."

Mr. Murray stated that in continuing PAC, the CIO would maintain its nonpartisan stand, neither forming a third party nor allying itself with any existing party. "CIO-PAC will seek the election of candidates who are supposed to be the friends of the common people, regardless of party."

In Mr. Hillman's view, "The greatest achievement" of the labor group in the national campaign, "was that we were able to instill into the people their civic responsibility to vote, as the large registration and vote proved. Obviously we will expand, and attempt to bring this civic duty to more people."

Community Surveys

STRAWS in the wind point to a return in local communities of a demand, which assumed considerable proportion during the middle and late '30's, for expert studies of their total programs of welfare, health, and recreation services. One large eastern city is considering an ambitious survey project for which it is reported to be willing to spend up to $100,000. A staff is already at work on one section of a general survey of a New England city—and several other studies in the Midwest and other regions are being considered for the coming year.

Past history gives some evidence that these straws indicate a trend that will increase in 1945 and 1946—or at least after the conclusion of the war. Natural community pressures for stocktaking, reorganization, economy, have followed rather than preceded periods of expansion or rapid change. Particularly has this been true when relatively easy-to-get financial support for an obvious emergency falls off as the emergency grows less. In such a situation, emotion no longer rules the giver and the taxpayer. Dormant criticism of programs and services is released. Pressures develop for a "study" or a "survey" to find the answers.

An early note of warning may not be amiss. There has been abundant demonstration of the sound and practical values of clearly conceived, and well planned and directed community studies. But the decision to embark on such an undertaking is not one to be taken lightly. In the graveyard of community hopes lie many plans too vaguely conceived by experts unresponsive to the realities of a particular community setting.

Almost always the conditions essential to success are: strong community backing and leadership; a well designed plan based on preliminary diagnosis of the major problems with which the survey must wrestle; a staff chosen for its ability to implement the plan.

Rightly designed, a community survey can be an exceedingly valuable tool for social work improvement. But a poorly conceived plan can do more harm than good.

The Lasker Award

IN choosing Col. William C. Menninger, M.C., to be the first recipient of its Albert and Mary Lasker Award for service in mental hygiene (see page 353), the National Committee for Mental Hygiene has set a precedent for the quality of the future selections for this honor by its recognition of truly outstanding achievement. Each year the $1,000 award will be made for a contribution to some special aspect of the mental hygiene field, this year the specialty being services in relation to the war.

In the year that Colonel Menninger has been chief consultant in neuropsychiatry in the Office of the Surgeon General, U. S. Army, he has directed the expansion of the army's neuropsychiatric work, an expansion made necessary by the ever-increasing number of casualties returning from the war fronts. He has also achieved the creation of a mental hygiene branch which stresses positive mental hygiene as a safeguard to able-bodied soldiers. Before going to his present post he won army recognition for his constructive work as neuropsychiatric consultant for the Fourth Service Command.

Had some other aspect than war services been designated as the area of this first Lasker award, Colonel Menninger might still have been a candidate. Through the work he has done with his brother Karl at the Menninger Clinic in Topeka, Kans., he built up a reputation before the war as one of the country's leaders in the field of psychiatry.

Housewives Militant!

IT is altogether probable that the English husband, who last year sued his wife for the return of dividends paid her for purchases at a cooperative store, little realized the hornets' nest he was stirring up for his male compatriots. For when the judge decided in his favor, "underprivileged" housewives rose in their wrath all over the British Isles. A swelling volume of letters to the editor, articles, protest meetings, was one result. Another seems to prove that the world really has turned topsy-turvy. For according to a London dispatch to the *New York Times,* a number of younger Tory M.P.'s who consider that the wives of Britain have had a rather raw deal, have now banded themselves into a "Tory Reform Committee" to see that something is done about it.

The whole matter came to a head last month when Dr. Edith Summerskill, M.P., in connection with a two-day debate on social insurance plans, presented to the speaker of the House a petition signed by thousands of housewives asking for legislation to make them equal partners, not only in social security, but in the whole income of the home. The immediate point at issue was their demand that the proposed allowances for children be paid direct to the mother and not to the father—and that the amount of the allowances be increased. But, according to the *New York Times,* this seems to be only a part of the larger issue—to lift the housewife forever from the status of the only remaining wholly dependent worker, who has no right to savings out of her allowance, or to a legal share in the home built up jointly by herself and her husband.

And So On

LAST month the Federal Works Agency's newly formed National Advisory Committee on Child Care held its first meeting in Washington, D. C. Though the meeting was closed to the public, the FWA's information office reported that the trend of the discussion indicated that there would be continued need for federal aid for child care in the postwar period.

• In New York, the Young Women's Christian Association and the Federation of Protestant Welfare Agencies have asked forty-four churches to appeal to their parishioners to take young business women into their homes as paying guests. In nine days last month the YWCA's room registry received 273 applications, though only 85 rooms were available.

• Dogs for Defense has announced a plan of rehabilitation and home finding for honorably discharged canine veterans of the army's K-9 corps. Those dogs whose former owners cannot take them back will be placed on sale at $15 to $25 each, after going through a pre-discharge training course at Fort Robinson, Neb. Prospective owners must file formal applications and undergo home investigation. Most of the dogs now available have been discharged because they do not meet changed army requirements.

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The Social Front

Mental Hygiene

THE close relationship of mental health to individual, community, national and even international welfare emerged clearly in a two-day conference sponsored last month in New York by the National Committee for Mental Hygiene in connection with the committee's thirty-fifth annual meeting. Four study sessions centered on the mental hygiene of industry and reconversion, rehabilitation and the returning veteran, race relations, and services to the mentally ill today, while a luncheon meeting was devoted to a discussion of the effect of peace conditions upon international amity.

In Industry

"The job is the pivot of a healthy social structure," declared Dr. Bruno Solby, chief psychiatrist of the Employes Health Service, U. S. Public Health Service, in stressing the importance of mental hygiene to industry. Pointing out that there are job values other than the economic, he maintained that job adjustment is of paramount importance to an individual's personality integration. Mental hygiene, he said, can serve industry by "contributing a scientific analysis of various problems that result from faulty job adjustment and the development of measures for their solution."

Dr. Matthew Brody, consulting neuropsychiatrist of the Sperry Gyroscope Company, Brooklyn, maintained that by serving industry in a consultative capacity psychiatrists can play a role in the improvement of labor-management relations. He emphasized also the psychiatrist's part in helping industry to use to the fullest what manpower is available, by devising means of separating the large number of employables from the few unemployables and by improving methods of job placement and the handling of the emotionally handicapped. "There is no question as to whether or not industry can utilize psychiatrically handicapped individuals. Industry has been doing it often without realizing it and perhaps not as efficiently as it might."

Veterans

At the session devoted to veterans' rehabilitation, Ethel Ginsburg, assistant director of the Veterans Service Center, New York, told of some of the problems the veteran faces on his return home. There is a transition period, she said, when a newly returned soldier or sailor is neither military man nor a civilian but a "man from Mars, a stranger in a strange land." Because the soldier has been taught to lose his identity and become a smoothly functioning cog in the war wheel, he feels confused when he is suddenly on his own again. "What is important is that at a time of his life when he is least accustomed to think for himself he must make some of the most momentous decisions of his entire life, occupational, educational, social, and many others, in a world that is temporarily alien."

Dr. Sol W. Ginsburg described a project undertaken by the New York City Committee on Mental Hygiene of the State Charities Aid to study the needs of men rejected by or discharged from the armed forces on neuropsychiatric grounds. (See *Survey Midmonthly*, October 1944, page 291.) Discussions of what is involved in the rehabilitation of the psychiatric casualty were presented by Dr. Thomas A. C. Rennie and Luther E. Woodward, both of the National Committee's division of rehabilitation.

Race Relations

Among the most widely discussed papers of the conference was one on the frustrations of being a member of a minority group, presented by Robert L. Cooper, executive director of the Wiltwyck School for Boys, Esopus, N. Y. "To be a Negro in our culture," said Mr. Cooper, "is not only trouble to White America—it is trouble, suffering and, on occasions, hysterical bewilderment to Black America." Because the Negro is born into a culture which stubbornly refuses to accept him as an equal, the fact that he is a Negro is "forced into his consciousness and kept there. . . . No Negro in America is ever completely unaware of the biological fact that he is a Negro." This, said Mr. Cooper, is bound to have an effect on personality. What the Negro wants and asks is "to be regarded as a person, and not as a social category—the opportunity to live as humanity and to participate in the culture."

Other papers on race relations were presented by H. Scudder Mekeel, associate professor of anthropology at the University of Wisconsin, who maintained that the only effective way to combat race prejudice is to "deflect the processes that make children learn and adults sanction prejudice"; and by Harry C. Oppenheimer, trustee of the Sydenham Hospital, New York, who told of the nondiscriminatory services of that institution.

Mental Institutions

At a session on civilian services to the mentally ill, three speakers decried the inadequacies of most mental institutions. Dr. Samuel W. Hamilton, of the Division of Mental Hygiene, U. S. Public Health Service, said that if future needs are to be met, such hospitals must have more and better personnel, including psychiatrists, nurses, social workers, and attendants, and more intensive therapy; and must become centers of community mental health work and teaching posts, as well as institutions for the care of the sick. Today's difficulties in mental institutions were blamed on "public apathy" by Drs. Leonard Edelstein of the Philadelphia State Hospital and Frank F. Tallman, Ohio's Commissioner of Mental Diseases.

The Peace

Discussions of a "hard" or a "soft" peace with Germany are unrealistic, maintained Lyman Bryson, educational director of the Columbia Broadcasting System, at the luncheon meeting. The problem is not one of punishment or of giving Germany "what she deserves," he explained, but of finding some arrangement that will work and prevent a recurrence of the present world tragedy. Therefore, he warned, we must be careful not to demand terms that will make us feel sorry for the German people later on and give them an opportunity to play on our sympathy again. We must find some method of reeducating the German public so that they will lose their "anxiety over status," a German characteristic, individually and nationally, fostered by the German culture for the past 150 years.

A highlight of the conference was the presentation at the luncheon of the first Mary and Albert Lasker annual award for distinguished service in the field of mental hygiene. The recipient was Col. William C. Menninger, chief of the army's neuropsychiatric division. (See page 352)

For Veterans

"ADULT education and groupwork agencies will have to take the main responsibility for giving veterans the educational assistance they need in returning to civilian life," points out the New York Adult Education Council in its November bulletin. The educational provision of the GI Bill only applies to a "limited number

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of veterans under definite restriction. The educational job for the majority must be done through adult education in both public and private organizations, and almost entirely through the initiative of local communities."

At a recent conference jointly sponsored by the council and the *New York Times,* high tribute was paid to educators for assistance given in the development of army overseas educational plans, by Maj. Gen. Frederick W. Osborn, director of the information and educational division of the Army Service Forces. Army university study centers will be established, with thousands of former college instructors and other highly educated personnel recruited from the army itself. In addition, plans have been made to use certain foreign universities to which American students often went in peacetime. The program is designed for men abroad while they are waiting for their sailing orders, and will not in any way delay their return.

State Plans—In Ohio, a committee appointed by the governor has prepared a "suggested plan of organization for county and local coordinating committees," covering organization set-up, representation, functions, types of service needed, method of financing, and so on. . . . The Massachusetts State Committee on Veterans Rehabilitation and Reemployment has employed four field men to advise and assist local committees in developing their programs. . . . The University of Wisconsin has been selected by the Veterans Administration to serve as a war veterans vocational rehabilitation and education center. It will give examinations and tests to veterans eligible for occupational training and free education under the GI Bill. . . . In Wisconsin, also, the State Welfare Association is acting as a clearing house for information about veterans information centers.

Instruction Donated—Last year 2,818 New York City school teachers donated their services to special class work for servicemen stationed or hospitalized in the New York area, according to the annual report of the Teachers' Voluntary Service Organization. Courses in Spanish were most popular, while others in demand included mathematics, stenography, arts and crafts, French, English, radio theory, and code. About 14,000 servicemen attended the courses offered.

Business Advice—The Smaller War Plants Corporation, under the chairmanship of Maury Maverick, has announced plans to assist veterans, with suitable qualifications, who wish to establish themselves in business. The program has no connection with the Veterans Administration, but aims to assist the serviceman in obtaining loans; procuring surplus war material that would be useful in the venture; securing technical assistance; capitalizing on "new product ideas" gleaned from alien patents or the researches of the National Inventories Council. A booklet outlining the aid available is being sent to local draft boards, offices of the Veterans Administration, and local veterans' service committees.

Education

GERMAN scholars and educators who are anti-Nazi refugees in this country are preparing a set of textbooks designed to replace the books now used in the schools of Germany. The books are to be published by Bermann-Fischer Verlag, an anti-Nazi firm reorganized in Stockholm, and will be available as soon as Germany is defeated. A series of six graded readers is almost completed, with excerpts drawing on the prose and poetry of the world, in addition to Germany's great writers. In the field of social studies, the publishing house is preparing a "world history," and texts are planned in literature, biology, history, geography, mathematics. They will include such modern teaching devices as pictures, graphs, comparative charts, and annotated bibliographies. The textbooks are being prepared under the general direction of Fritz Karsen, former director of the experimental institutions of the German Republic and professor of comparative education at Berlin University, and now a lecturer in education at the College of the City of New York.

Texas Controversy—As the climax to a long controversy over faculty tenure and academic freedom, the nine regents of the University of Texas last month summarily discharged the institution's president, Homer P. Rainey, effective at once. Several of the regents immediately offered their resignations. Some 5,000 members of the student body paraded in protest, marched to the governor's office, and obtained his promise of a hearing from students and faculty. The regents' action followed an inquiry instituted by the American Association of University Professors concerning the regents' equally summary dismissal some months ago of three economics instructors, and the subsequent publication by President Rainey of charges of sixteen other infringements of academic freedom by the regents. The inquiry, conducted by Ralph Himstead, executive secretary of the A.A.U.P., was unfavorable to the regents, and it was believed that it would result in "blacklisting" of the university by the Association.

As reported by Joseph Martin Dawson, in *The Christian Century,* the immediate occasion for the dismissal of President Rainey grew out of the regents' complaint that he was " 'making so many speeches, such as those before religious organizations.' " This complaint followed President Rainey's return from New York City where, speaking in Christ Church on "Fulfilling Commitments of Science, Democracy, and Christianity," he had asserted: " 'These concepts of Christianity tell us that the blood of Christ has made brothers of all races of man, and spurn the idea of race superiority and a master race.' "

President Rainey, a native Texan, has taught in Austin College, the University of Oregon, served as president of Franklin College and Bucknell University, and was director of the American Youth Commission when he was elected president of the University of Texas in 1938.

Postwar Education—Some "informed guesses" as to the numbers of servicemen who, after demobilization, will return to school or college for full or part time study are offered by Ernest V. Hollis, principal specialist in higher education, U. S. Office of Education, in a recent issue of *Education for Victory.* Mr. Hollis uses an eight-million-person sample, supplied by the army, navy, marine corps, and coast guard, showing the present educational level of those in the armed forces, and a 10,000-person sampling of educational intentions of army men. He takes into account the experience after World War I, and the much more generous opportunities planned for veterans of this war under the "GI bill of rights." In 1917-18, only 8 percent of the men in uniform were eligible to enter upon or resume college work, as compared with 36 percent of the army enlisted men now in service. Following World War I, "a small percentage of the enrollment in higher education" came from the 8 percent of eligible veterans, while "from the remaining 92 percent who were not eligible for college work, an almost insignificant number returned to pre-college level schools." Following this war, Mr. Hollis estimates that schools and colleges may expect a total full time enrollment of 500,000 to 800,000 veterans, and in addition, 1,000,000 to 1,500,000 part time students from the armed forces. He warns, however, that "such imponderables as the length of the war, the nature and rate of demobilization, and the peacetime employment situation may destroy whatever validity these informed guesses now have."

Guidance Center—A veterans guidance center, in which the seven Rhode Island colleges will cooperate, is planned for Providence, R. I. The center will provide a comprehensive testing and vocational

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guidance service for returning veterans. It will be staffed by trained counselors, who will have access to the best modern equipment. The aim of the project is to assist the veteran in "understanding his occupational interests, aptitudes, and abilities, so that each may eventually find an occupation in which he may be proficient and in which he will enjoy working."

Military Training Poll—A survey of opinion of college leaders on the question of compulsory military training for all youth was reported by Prof. Thomas Diamond of the University of Michigan in *School and Society* for November 11. Professor Diamond sent an inquiry on this subject to 300 faculty members and administrators selected at random from colleges in the forty-eight states. They ranged in rank from assistant professor to president, with the ROTC section of the faculties omitted. Out of 238 replies from forty-five states, a total of 164 individuals (68 percent) gave an affirmative answer to the question, "Are you in favor of one year compulsory military training for all young men?" The replies indicated, Prof. Diamond states, that the educators view such training as "essential to the welfare of our young people as well as to the welfare of the nation." Fifty (21 percent) opposed military training on the basis set up on the inquiry blank. Prof. Diamond comments: "It would appear, however, that some would have reversed their opinion if the conditions outlined had been modified to meet their ideas of how the training should be administered. Some would have approved of it if it were given during the summer months, others believed that one year is too long, while still others felt that it would be worth while if it were provided in our colleges on the same basis as the ROTC." (See page 352.)

Jobs and Workers

THE report of the chairman of the President's Cost of Living Committee, submitted last month, upheld the accuracy of the Bureau of Labor Statistics Index, which had been challenged by labor members of the National War Labor Board. Industry members of the committee informed President Roosevelt that they "concur in the main with the general conclusions" of the report. Labor members were critical.

The committee, with William H. Davis, head of WLB as chairman, was appointed by President Roosevelt a year ago, to make a study of the rise in living costs between January 1941, and December 1943. The BLS Index showed a rise of 23.4 percent; the labor members of the board held that 43.5 was a more accurate figure. The chairman's report followed the findings of a special technical committee of economists and statisticians, with Prof. Wesley C. Mitchell of Columbia as chairman, which analyzed the Index, declared it sound, but felt that 3 to 4.5 points should be added to cover wartime factors which are not always directly measurable, such as deterioration in quality and defects in pricing.

As the CIO member of the Cost of Living Committee, R. J. Thomas of the United Auto Workers, pointed out in a letter to the President, the Davis report did not mention specifically the use of the BLS Index as a yardstick for wages. Mr. Thomas held that "the BLS Index cannot appropriately be used for wage adjustment purposes. It is a measure of price changes only; it does not measure the full rise in living costs." George Meany, American Federation of Labor member of WLB, who also served on the committee, informed the President that "Labor cannot accept this index as a measure of the changes in the cost of living."

Cost of living figures are the basis for pending applications from the steelworker's organization (CIO) and the AFL members of the WLB for a modification of the Little Steel formula, limiting wartime increases in wage rates to 15 percent above pre-war levels. (See "Should Wages Go Up?" by Beulah Amidon, *Survey Graphic,* November, page 449.)

Firemen in the Supreme Court—Two Negro locomotive firemen appeared through counsel before the Supreme Court last month to request a declaratory judgment that the Brotherhood of Locomotive Firemen and Enginemen represent all employes fairly, that an injunction be issued against enforcement of the union agreement with the carriers, and that the petitioners be restored to their positions. Counsel argued that, while the union represented all the firemen on the two southern railroads involved in the case, it barred Negroes from membership and even made agreements with the carriers that resulted in demotion and unemployment for Negro firemen. The specific agreement complained of was entered into between the union and a group of southern railroads in February, 1941, and provides that not more than 50 percent of the firemen in any seniority district should be "non-promotable." Negroes are designated "non-promotable," and the agreement meant that Negro firemen of long seniority would be displaced by white firemen of lesser seniority. According to Charles H. Houston, attorney for the two petitioners, if Negro railway employes tried to bring a case of discrimination before the adjustment board created under the Railway Labor Act, they would have to appear before a body composed partly of employers and partly of representatives of unions which bar Negroes. The case includes many of the issues raised by southern Negro railway employes in hearings before the President's Fair Employment Practice Committee in September, 1943 (see "Green Light for the FEPC," by Winifred Raushenbush, *Survey Graphic,* December 1943).

Hiram Myers

MARY SWAIN ROUTZAHN

Last month the Cleveland Health Museum honored "the Routzahns, Evart Grant and Mary Swain, authors, exhibitors, counselors, teachers in health education," by presenting Mrs. Routzahn with the first Elizabeth S. Prentiss National Award in Health Education. The citation was a joint one and praised Mr. and Mrs. Routzahn for their work together, up until Mr. Routzahn's death in 1939, in developing methods of interpretation in the health and welfare fields, as well as for their individual achievements. Among their accomplishments specifically mentioned were the founding of the health education section of the American Public Health Association and the establishment of the National Publicity Council for Health and Welfare. At the luncheon in Cleveland where the presentation occurred, Bruno Gebhard, director of the Cleveland Health Museum, credited the couple with inspiring an expansion of visual education in the health field. "Without the Routzahns," he said "we would not have had the great health exhibits at the New York World's Fair, nor a health museum in Cleveland."

World Labor Parley—Meeting in New Orleans on November 19, the executive council of the American Federation of Labor unanimously refused the invitation of the British Trade Union Congress to attend a world labor conference in London on January 8. This reaffirmed the position taken by the federation a year ago, when it declined an invitation to a world labor conference on June 6, the plans for which were canceled because of

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invasion preparations. The chief reasons given for the council's action were stated by William Green, AFL president, to be: the inclusion of "dual" organizations like the Congress of Industrial Organizations; the inclusion of unions which in the view of the AFL are not "bona fide" trade unions, among them the Catholic trade unions of Canada, certain South American unions, the USSR unions. The AFL holds that the proper agency to arrange a world labor congress is the International Federation of Trade Unions, to which the AFL and the British Trade Union Congress belong, though the CIO and the USSR unions do not.

The purpose of the London conference is to discuss labor's role in the peace, and the formation of an all-inclusive world labor federation. At the preliminary meeting in London on December 4, the CIO will be represented by Sidney Hillman of the Amalgamated Clothing Workers, R. J. Thomas of the Auto Workers, and Emil Rieve of the Textile Workers.

Closed Shop Amendments— Voters in Arkansas and Florida last month adopted state constitutional amendments outlawing the closed shop in those states. The Arkansas law also bans the "maintenance of membership" clause in union contracts. The closed shop is the basis of American Federation of Labor organizing activity, and more than three fourths of its 7,000,000 members are covered by such contracts. This provision gives AFL unions exclusive right to employment in the plants covered by such contracts, and generally provides also for a dues check-off. The Congress of Industrial Organizations is less concerned with the closed shop than with the maintenance of membership clause, which requires union members to maintain their good standing for the duration of the contract. Both the AFL and the CIO plan to test the new laws in the courts. Many sections of the labor press consider the passage of the Florida and Arkansas amendments as due to the activity of the Christian-American Association, which for two years has been campaigning against the spread of unionism in southern industry. A similar measure was rejected by California voters.

Child Labor— How war has sent child labor figures up and school enrollment figures down, reversing a trend which had been moving steadily in the other direction, is shown in the fortieth anniversary report of the National Child Labor Committee, published last month under the title, "The Long Road" (available from the committee, 419 Fourth Ave., New York 16). The report points out that "by 1940 high school enrollment had reached a peak figure of 7,244,000 and the number of employed children 14 to 17 years old had decreased to 872,000 or a million and a half *less* than had been employed in 1920. The reverse trend that started with the war has reduced high school enrollment by 1,000,000 students turning it back to the 1934 level, and raised the number of employed 14-to-17-year-olds to 3,000,000, or a half million *more* than were employed in 1920."

The report states that enough of the many proposals to relax child labor and compulsory education laws have been defeated "to prevent wholesale breakdown of legal standards." It holds that it has been impossible to check the flood of boys and girls into industry "because of existing weaknesses in state laws, most of which still permit children to leave school for work at 14 and many of which fail to set any age or hour limits for a large number of occupations."

Professional

THE National Conference of Social Work will be held in Milwaukee, Wis., May 27 through June 2, 1945. Headquarters will be at the Hotel Schroeder.

In addition to plans for regular conference sections and the associate groups, seven special committees are building programs of two or more meetings each. These are the committee on county jails, committee on human problems of old age, committee on juvenile delinquency, committee on migrants, committee on overseas social work, committee on recruitment and training for social work, and the committee on social work and labor.

At a meeting of the program committee in early fall a subcommittee was appointed to reconsider the sectional organization of the annual meeting, and to present recommendations for any changes that might be needed. The conference constitution, as amended in 1934, provides for such a reconsideration every five years. In 1939, no changes were felt to be necessary but, according to the conference secretary, Howard R. Knight, the intervening years have brought out certain weaknesses which might be corrected. Among these are:

1. The difficulty, under present limitations on the number of sessions for each section, of having any small meetings, because of recent increases in conference attendance.

2. Evidence that the social casework section covers too large a field of interest, consequently putting too heavy a load on the chairman of the section.

3. Confusion over what should be included in the social action section.

4. Inadequate presentation of certain fields of social work under the present set-up.

5. Neglect of some social work activities in the conference picture.

6. The rigidity of the present program organization, which makes it difficult to cope with current changes in the whole field of social work.

As part of its deliberations, the subcommittee will consider two recommendations recently made by a continuing committee on social action established two years ago to consider the place of social action in the conference program. These recommendations urge that discussions of social issues be more uniformly distributed through the whole conference program, thus freeing the social action section for a greater emphasis on the methods of achieving social gains.

Civil Service—The merit system examining committee of the California State Social Welfare Board is inviting applications from any part of the country for examinations for public assistance workers, grades I and II, and child welfare services worker. Examination dates will be announced later. Salary ranges are: public assistance worker, grade I, $110-$150; public assistance worker, grade II, $130-$175; child welfare services worker, $150-$205. Appointments to the last named position may be made at more than the minimum. For details write the committee, P. O. Box 1887, Sacramento 9, Calif.

Opportunities—The Social Science Research Council has added a category of "demobilization awards" to the fellowships and grants it offers annually. These awards will be made to social scientists "of exceptional promise whose careers have been seriously disrupted by their service in the armed forces or by other war service." The amount of stipend will be determined according to individual need. Appointments will be made "at such times and for such periods as seem most desirable."

Closing dates for applications for the council's regular awards for the academic year 1945-46 are: for post-doctoral research training fellowships, April 15, 1945; for grants-in-aid of research, January 15, 1945; for pre-doctoral field fellowships, February 1, 1945. Inquire of Laura Barrett, 230 Park Avenue. New York 17.

Pi Lambda Theta, the national education association for women, has announced two awards of $400 each, to be granted on or before August 15, 1945 for "significant research studies in education." Studies submitted must be unpublished, but may be on "any aspect of the professional problems of women." They must be in the hands of the organization's committee on studies and awards by July 1,

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1945. For information write May O. Seagoe, University of California at Los Angeles, Los Angeles, Calif.

People and Things

TOWN HALL, New York's unique voluntary organization for political education, last month celebrated its fiftieth anniversary with a Founders Day forum and luncheon. Among the speakers were Frances Perkins, U. S. Secretary of Labor; Bess Goodykoontz, assistant commissioner, U. S. Office of Education; Ruth Bryan Owen Rhode, former minister to Denmark; Alice Stone Woolley, president of the National Women's Medical Association; Olga Samaroff Stokowski, music critic; and Dorothy Dunbar Bromley, staff writer for the *New York Herald Tribune*. Besides discussing current social and political issues, the speakers paid tribute to memories of the six women who founded the League for Political Education, forerunner of the present organization.

Changes—The Russell Sage Foundation, New York, has a new president for the first time in thirteen years. He is Morris Hadley, prominent attorney, who is also president of the New York Public Library and chairman of the board of trustees of the New York School of Social Work, Columbia University. Mr. Hadley was elected by the foundation's trustees to succeed Lawson Purdy, who had expressed a desire to retire.

Barbara Abel, formerly publicity secretary of the Young Women's Christian Association of Chicago, has gone to New York to fill the post of editor for Community Chests and Councils, Inc. In this position she succeeds Ruth Lerrigo Parker, recently resigned.

The American Red Cross has secured Elizabeth McCord de Schweinitz to fill the position of assistant to the director of Military and Welfare Service. Until recently Mrs. de Schweinitz has been serving as consultant on WAC recruiting for the War Department, where she developed a plan for selecting applicants who would make a good adjustment to military life.

Merton Trast has left the position of executive director of the Delaware State Board of Welfare to join the staff of the Eastern Cooperative League, with headquarters at Philadelphia. He will do field work with the organization's affiliated societies.

Harry W. Marsh, who has been acting commissioner of New York City's Department of Welfare since last January, has been named welfare commissioner, succeeding the late Leo Arnstein.

Honored—This year's winners of the James J. Hoey medals, awarded annually by the Catholic Interracial Council, were presented last month to Mrs. Edward D. Morrell, founder of the St. Emma Industrial and Agricultural Institute at Rock Island, Va., and to John L. Yancey, member of the executive board of the Chicago Urban League. The awards are made to Catholic laymen for work toward the improvement of interracial relations.

Resigned—After thirty years of service as director of nutrition for New York's Community Service Society and its predecessor, the Association for Improving the Condition of the Poor, Lucy H. Gillett retired to private life the first of last month. Miss Gillett, the first nutritionist in the welfare field, from the beginning of her professional career concentrated her efforts on popularizing the facts of nutrition through illustrated handbooks, leaflets, and charts. At the same time, she helped the society carry on intensive work with individual families, offering them nutrition advice, consultation or budget planning. She also carried on a program of community nutritional activities, consultation service for social agencies, and educational work. Among her many publications was "Food Primer," the first book to put food facts into simple language for mothers. This has been translated into several foreign languages and widely distributed abroad.

Succeeding Miss Gillett as the CSS's director of nutrition is Lillian Anderson, who has been on the organization's staff since 1931.

Deaths

JENNIE M. FLEXNER, for the past twenty years readers' adviser at the New York Public Library, in New York last month at the age of sixty-two. Miss Flexner was the author of many books on the use of libraries, the most recent being "Making Books Work, A Guide to the Use of Libraries," published last year. She was a former president of the New York Library Club and an active member of the American Association for Adult Education.

CONSTANCE LEUPP TODD, magazine writer and fighter for social reform, in Woods Hole, Mass., at the age of sixty-two. In the early part of this century, Mrs. Todd was active in the women's suffrage movement and was a participant in the Suffragist March from New York to Washington. She also conducted an energetic drive before Congress and the New York legislature for sanitary milk legislation and child labor reforms. Besides numerous magazine articles she wrote a book, "Easier Motherhood," published in 1930.

Comment

TO THE EDITOR: Congratulations to the *Survey Midmonthly* for its excellent lead article by Judge Murray Hearn in the October issue, entitled, "Social Workers and Politicians." This article should be read by every social worker and especially by caseworkers who, perhaps because of the burdens of large caseloads, sometime are lax in their broader responsibilities in social action and community organization.

I am particularly pleased that Judge Hearn gave Muskegon, Mich., as an example of a community where politicians and social workers pull together. While I was the director of the Family Service Bureau of Muskegon, I had the good fortune to work with the politicians there. Although all of the local political leaders, including members of the local board of supervisors, congressmen, judges, the sheriff, and the county chairmen of the Republican and Democratic Parties, gave much time and effort to social work, one man in particular stands out for his continued and successful efforts in social work planning.

A few of his activities included the following: mobilizing and coordinating community interest in establishing the local child guidance clinic and later serving as president of its board of directors, helping to organize a council of social agencies and serving on its board, serving as vice-president of the board of the family agency, member of the boards of the state conference of social work and the state mental hygiene society, and setting up the best staffed casework division of the Juvenile Court in the state. Last year, in recognition of his outstanding work, Governor Kelly appointed him chairman of the legislative committee to draft a model Juvenile Code.

For years this man has worked hard towards raising professional standards and salaries in social work and in promoting efficient and adequate social service, because out of his experience he has developed a deep conviction in the importance of good social services. And yet he is not a professional social worker himself. Instead, he is an able attorney, and one of the shrewdest and hardest working politicians I have ever had the privilege of knowing as friend and colleague. His name is Stephen H. Clink, Probate Judge of Muskegon County.

I am sure that there are other politicians like Judge Clink who are able and eager to do some of the things he has done and is doing. If we social workers would only get off our high horses and work with them, it would pay big dividends in improved social services to the communities and to the nation we are dedicated to serve.

New York JOSEPH ANDRIOLA

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Book Reviews

A Social History

THE WAY OUR PEOPLE LIVED, by W. E. Woodward. Dutton. $3.95.

IN 1936, Mr. Woodward, with his "New American History," won for himself a host of admirers by making vivid and exciting what most historians before him had, unfortunately, made lifeless and dull. His history was not new. It was better-written, more thrilling, more honest and, therefore, more refreshing and real.

His present work *is* new. In it you will search in vain for a single page devoted to politics, wars, presidents. You will find, instead, three centuries of American life as it was lived from day to day by the common man. The book is sub-titled "An Intimate American History" and that is exactly what it is, told in story form in eleven chapters covering every major section of the nation, beginning with "Boston Three Hundred Years Ago" and ending with "New York in 1908."

The manners and customs of each period, what and how the people ate, what they wore, the houses they lived in, how they traveled, and how long it took them —all this and more is related in story form. Each chapter is centered around a different character, with just enough of the "story" of that individual told to keep alive the reader's interest in the vast storehouse of facts presented on almost every page. That story device in less skillful hands would become tiresome. Mr. Woodward knows how to use it effectively.

A measure of the entertaining and informative nature of the book is the frequency with which the reader is tempted to read aloud some new and amusing fact. For example:

"In early colonial times in New England ministers were forbidden by law to perform the marriage rites, but the young people might be married by almost any officer of the law or even by a captain of the militia. . . . There were only a few presents, for the relatives of the marrying couple were the only persons supposed to give them."

"Grapes grew wild in great profusion, but there were no apples or pears until the seed was brought across the ocean and planted on American soil."

"Until John Howe of Derby, Connecticut, invented a pin-making machine in 1832, ordinary pins, so plentiful today, had to be made by hand. The workman would cut a piece of wire, fashion the pin, give it a point and put on a head which was a most difficult operation. . . . The accounts of George Washington show that he paid from five to seven pence apiece for the pins used by his family."

"In 1750 there were forty-one professional hairdressers in New York, and all of them were kept busy."

Mr. Woodward's book is chock-full of precisely this kind of homely and important information about daily living which the ordinary history scarcely ever mentions. It is particularly unfortunate, therefore, that its usefulness in classrooms must, of necessity, be impaired because there is no index. While the thirty-two pages of illustrations collected, in the main, from the famous Bettmann Archive, are a fitting supplement to the 397 pages of text, they cannot make up for the lack of an index.

LEO HUBERMAN
Director of Public Relations and Education, National Maritime Union of America

Parole for the Mentally Ill

FOSTER HOME CARE FOR MENTAL PATIENTS, by Hester B. Crutcher. The Commonwealth Fund. $2.

PLACEMENT of selected mental patients and mental defectives in selected homes, under the supervision of state hospitals and state schools respectively, ought to become as universal and accepted as the placement of children in the foster homes that are superseding orphan asylums. Sometimes, depending on the kind of patient, family care has definite therapeutic value and leads to discharge; sometimes it is merely custodial; but always it is a humane, practical and, in the long run, economical way to empty beds in overcrowded institutions.

Miss Crutcher's concise but comprehensive book on the subject must, surely, be definitive for a long time to come. It is hard to think of any question she leaves unanswered, any phase of family care—from preparation of the community to values for the caretakers, from suggested forms and procedures to the pros and cons of colony and district systems, from various methods of financing to suitable recreation for patients. She is qualified to write authoritatively: as director of social work of the New York State Department of Mental Hygiene, she has had many years' experience with the most extensive system of family care in this country, and she has observed and evaluated family care systems abroad. An appendix outlines family care methods in the ten states that now have such provisions.

Miss Crutcher writes with both her heart and her head. From the opening incident—a party for a few women patients who had been fifty years in a state hospital —through the case histories near the end of the book, there is warm sympathy. The happiness and well-being of the patients is the mainspring of discussion of any phase of her subject. At the same time, she appraises the carrying out of the family care system and frank recognition of its incidental difficulties and drawbacks. The case histories, each illuminating some phase of family care, some particular type of patient, have the fascination of so many short stories. They are as honest about failures as about successes.

Bedeviled by that curse of all writers in English, the lack of an indefinite pronoun, the author uses the masculine pronoun for social workers, mildly jolting to readers accustomed to encountering an overwhelming proportion of women in the profession. The style, however, is smooth and highly readable. For a professional audience, the chapter sequence is absolutely logical. For lay readers, it is regrettable that a technical chapter on administration comes so early in the treatment. These, however, are merely perfectionistic criticisms—the kind introduced in a review lest it seem too undiscriminating. The book is a "must" for anyone interested in the mentally ill or mental defectives. It is also a "must" for anyone who cares about people and their welfare. It should be required reading for state legislators and for taxpayers.

Washington, D. C. EDITH M. STERN

Fighting the Poll Tax

DEMOCRACY BEGINS AT HOME—THE TENNESSEE FIGHT ON THE POLL TAX, by Jennings Perry. Lippincott. $3.

AS the Second World War draws nearer its conclusion, many people will inevitably turn their attention to the dangers facing democracy within our own country. Jennings Perry, fighting editor of the Nashville *Tennesseean* who, because of his mood, indignation, and social consciousness, will remind many readers of the "muckrakers" of the Lincoln Steffens-McClure era, has written a book for this time, an interesting book and—it is hoped—one that is prophetic of a resurgence of true democracy throughout the nation.

"Democracy Begins At Home" is the story of a newspaper and its fight against Fascism and corruption in the guise of "bossism." That, in Tennessee, means Ed Crump, and Crump maintains his grip on the state because the Poll Tax has resulted in restricting suffrage to a small minority of the potential electorate.

In the thrilling struggle which has lasted four years (and must still go on, because a Crump controlled State Supreme Court has declared the Anti-Poll Tax law to be unconstitutional) various men stand forth: Silliman Evans, who came from Texas to buy the *Tennesseean* as a business investment and found himself leading a crusade for democracy; Boss Crump, perhaps the most absolute political boss in the nation, a politician who provides a fairly efficient government but who

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threatens to stifle democracy completely; Sheriff Biggs, who could "out-boss Crump" in his own district and who knew no scruples and no greater loyalty than that to Ed Crump; Governor Cooper, a little man who tossed like a chip on the waves of the struggle.

Mr. Perry goes back into Tennessee history to show both the origins of the Poll Tax, as a restriction on suffrage, and its effect on citizen interest and participation in government. In prose which is always readable and sometimes beautiful, he tells, step by step, of the campaign to awaken the people to a realization of what they had lost. In the closing chapter, "America Irredenta," he turns the beam of his keen observation onto the national struggle, in Congress, for defeat of the Poll Tax.

To the historian this book is, and will long continue to be, important. But all readers will find it interesting. It is more than history and it is more than entertainment. It is a case study in democracy, a beacon to guide us through the murk of intolerance, of racism, of stupidity, and of the political indifference which has been an after effect of most great wars.

RALPH ADAMS BROWN
Sp. (T) 1/c-USCGR

How to Keep Fit

HEALTH FOR THE HAVING, by William R. P. Emerson, M.D. Macmillan. $1.75.

THIS book should interest everyone, but particularly persons who are in or approaching middle life. It is replete with practical suggestions for healthier and happier living. A careful self analysis, using the author's chart for "Health and Food Habits," will prove most revealing and helpful—if the faulty health habits it points out are corrected.

The book includes fifteen short chapters. The titles are "How Well Are You?", "What is a Physical Fitness Examination?", "Underweight," "Overweight," "Is Your Blood Pressure Rising?", "How Good Are Your Health Habits?", "Are You Starving Amidst Plenty?", "Are You Habitually Overdoing?", "Are You Keeping Young?", "Health Questions and Their Answers." The last chapter "Save Life: Your Own," summarizes the essential points discussed in the preceding.

The author points out that only 20 percent of our people have optimum health. Among our most serious faulty health habits, he maintains, are failure to take rest periods before or after eating, fast eating, eating when fatigued, and lack of exercise and sunlight. In referring to these and other bad habits, particularly as they relate to the degenerative diseases, he says: "By correcting these faulty health habits in our daily program of living, it is possible to increase our life expectancy after middle life from ten to twenty years and, what is of greater importance, to prolong the period of our activity and efficiency for a similar length of time."

The appendix includes a table giving 100 calorie portions of various foods and showing their protein, fat, and carbohydrate content.

Probably the most important contribution which this book makes is to point out that nutrition is not a separate entity unto itself, but must be considered in relation to our whole regime of living.

CARL E. BUCK, DR. P. H.
Field Director
American Public Health Association

A Successful Struggle

I WANTED TO SEE, by Borghild Dahl. Macmillan. $2.

ONE who reads this book hardly knows which he is to hold in higher regard—the author's long courageous, indomitable effort to make good in life, to experience life in all its radiance and joy, to share to the full in all that was interesting, despite an ever overhanging dark cloud of near-blindness; or her ability to tell vivid, gripping stories of small episodes in her experience. The account is an autobiography which revolves about the struggles to be normal and useful and to win honorable success in childhood home, in school, in college, in graduate work, and finally in a position of respect and influence in the community.

The author possesses several qualities which favored her in her long battle: an unusually resourceful mind, a home training that represents America at its best, and the attention and devotion of certain highly competent eye doctors. The author was willing to do anything, to go to any lengths, to keep or improve her sight; and we are no less happy to know that at the last her long efforts are crowned with success. The book ends with a paean of thanksgiving, in which we fervently join.

We have had inspiring stories of blind persons who have fought their way to victory; but here we have one of the few stories of a partially sighted person who had problems of her own, and who came out with laurels upon her brow.

Professor of Sociology HARRY BEST
University of Kentucky

Hospital Administration

THE HOSPITAL IN MODERN SOCIETY, by Arthur C. Bachmeyer, M.D., and Gerhard Hartman, Ph.D. Commonwealth Fund. $5.

THIS large volume of readings, collected primarily from the transactions of hospital associations and current hospital magazines during the period 1930 to 1940, was assembled especially for students of hospital administration who are preparing to enter the field professionally. However, it should likewise be useful to the hospital administrator or the associate department head who desires to "broaden his understanding" of the underlying problems and principles of hospital management.

The 145 articles by ninety-eight authors are arranged in twenty-nine chapters. They contain a historical review of hospitals, discussions of hospital service from a community viewpoint and of various phases of hospital operation, and consideration of health insurance and public health. Among the phases of hospital operation to come under discussion are: medical staff organization and relationships; nursing education and nursing service; operating room; obstetrical service; X-ray service; out-patient department; special services, medical social service; clinical and pathological laboratories; pharmacy; medical records; admitting and discharge; financial control; legal aspects; hospital construction; plant maintenance: purchasing; food service; housekeeping; laundry management and linen control; personnel relations; and public relations.

The editors, well known as hospital administrators and educators of hospital administration, do not pretend that their book is "an exhaustive compilation of all the significant material in these fields." Neither do they offer it as a textbook from which one may learn the techniques of administration. The book, however, does afford a springboard of perspective into more intensive study. Therefore, of special significance are the lists of references for further reading following each chapter.

Books published in the field of hospital administration are rare. This worthy collection of articles fills a distinct need and is a "must" on any list of those building even a small library in this field.

JAMES A. HAMILTON
New Haven Hospital

Value of Laughter

KEEP THEM LAUGHING, by Edna Geister. Harper. $1.50.

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She leaves this reader short of complete satisfaction because she tells, in only a few cases, precisely how she made them laugh. Such detailed guidance, I suppose, appears in the half dozen other books she has written.

WALTER F. GRUENINGER

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, J. H. Upham, M.D.; National Director D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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AMERICAN ASSOCIATION FOR SOCIAL SECURITY, 22 East 17th Street, New York 3, N. Y. (Algonquin 4-3198). Harvey Lebrun, Acting Executive Director. A non-profit, non-partisan organization of experts and laymen interested in the adoption, improvement and extension of sound social security measures for the people of America, especially in the field of health insurance, unemployment compensation, old age and survivors' insurance, public assistance, etc. Cooperates with consumer, labor, employer, civic welfare, farm and other groups; distributes educational material; helps in organizing conferences and public meetings. Aids in the formulation of programs and the preparation of literature. Promotes constructive legislation and improvements in legislation and administration. Issues Social Security, a magazine of newsand opinion for contributors, students, and leaders in this field —$3.00 per year; special rates on quantity orders for clubs, classes and other groups. Bibliography of available literature in this field, free on request.

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York 11, N. Y. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Judge Raphael P. Koenig, President; Robert E. McCormick, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, The Lincoln Recreation Center, 235 West 113 Street, The Tot Lot, 422 West 49th Street, Camp Sebago, Camp Wakonda and Camp Orenda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U. S. A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins: "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

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AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Dr. Ellen C. Potter, President, Trenton, New Jersey; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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